DOCUMENT RESUME

ED 461 534 SO 027 541

TITLE	Improving the Quality of Basic Education, Volume 6. Country Papers: Antigua, Bermuda, India, St. Kitts, Nevis, Turks & Caicos Islands. Conference of Commonwealth Education Ministers (11th, Barbados, October 29-November 2, 1990).
INSTITUTION	Commonwealth Inst., London (England).
PUB DATE	1990-00-00
NOTE	170p.; For related volumes, see SO 027 540-543. Some text may not reproduce clearly.
AVAILABLE FROM	Commonwealth Secretariat, Education Department, London SW1Y 5HX England.
PUB TYPE	Collected Works - General (020) -- Reports - Descriptive (141) -- Speeches/Meeting Papers (150)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Basic Skills; *Comparative Education; Cross Cultural Studies; Culture; Foreign Countries; Functional Literacy; Higher Education; *Indians; International Education; Social Science Research
IDENTIFIERS	Antigua and Barbuda; Bermuda; British West Indies; India; *Latin American Studies; Saint Kitts and Nevis

ABSTRACT

Commonwealth Ministries of Education were asked to report on how they are undertaking the improvement of the quality of basic education in their respective countries. The papers in this volume focus on: (1) Antigua; (2) Bermuda; (3) India; (4) St. Kitts and Nevis; and (5) Turks and Caicos Islands. Charts and statistical data support each country's report. (EH)

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ED 461 534

Eleventh Conference of Commonwealth Education Ministers

Barbados, 29 October - 2 November 1990

AGENDA ITEM 2

IMPROVING THE QUALITY OF BASIC EDUCATION

COUNTRY PAPERS (VOLUME 6)

ANTIGUA

BERMUDA

INDIA

ST KITTS & NEVIS

TURKS & CAICOS ISLANDS

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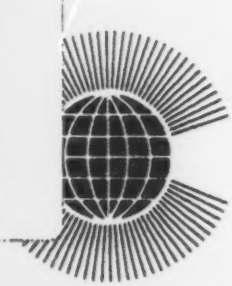

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INTRODUCTION

Commonwealth Ministries of Education were asked to report on how they are undertaking to improve the quality of basic education in their countries, the main theme of the Eleventh Conference of Commonwealth Education Ministers.

Volume 6 of these country papers on Conference Agenda Item 2, **Improving the Quality of Basic Education**, contains some of these country papers; others are similarly bound and issued in separate volumes.

For ease of reference each paper is prefaced by a coloured cover sheet and each page is given a coded folio number as shown below.

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Education Programme
Human Resource Development Group
Commonwealth Secretariat
July 1990

ANTIGUA

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"Improving Basic Education"

(ANTIGUA AND BARBUDA)

PREFACE

The Government in its 1988 Policy Statement on Education gave the following as its underpinning Philosophy.

"The Government's Educational Policy is predicated on the philosophy that each child should first be socialized as a human being and only secondly as an economic unit of production. To this end, the Educational System is expected to develop creative/innovative and adaptable men and women and in the process, identify, nurture and cultivate as fully as possible each child's capability, aptitude, skill and strength."

On the basis of that philosophy the Ministry of Education indicates the following as its plans to improve basic education over time.

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INTRODUCTION:

If by basic education is meant a working knowledge of the three R's the crisis of meeting basic education needs in Antigua and Barbuda was overcome decades ago. The problem was solved, in the main, by the Antigua Labour Party when it succeeded in wresting power from the Colonial power during the decades of the '50, and 60. Upon finding itself in a position to determine the educational and social trend, the ALP committed its resources to the provision of basic education for the "masses" who, hitherto, were either excluded from schools or found it impossible to attend because of the lack of enabling resources.

However, the cardinal policy of the Government was to take education to the people since "the people" found it inconvenient or impossible, to travel to St. John's to attend school. Very early in its political life, therefore, the the ALP vowed that it would build a school in every village in Antigua and Barbuda. It was as a consequence of that enlightened policy that the scourge of illiteracy and innumeracy was overcome in the '50's and 60's.

The main problem with which Antigua and Barbuda has to contend at this point in time is not neccessarily the provision of basic education but, instead, the maintenance of the standard that has been so far achieved. Also of significant importance is the need to improve the foundation that has been laid with a view to guaranteeing it as a sufficiently substantial infrastructure for the secondary level. That is presently one of the many pronged attacks by the Government on its Education System.

1.0 Teacher Training:

1.1 Inservice (local):

No. of Primary School Teachers

M	F	T	Ratio
53	306	359	1:5.7

Trained/Untrained Primary School Teachers

Trained:	274
Untrained:	85
Percentage Trained:	73.5

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Aware of the cardinal role of the teacher in the process of educating the primary school child, the Government has been making yeoman efforts to have its teachers adequately prepared for the duties which they are expected to perform. To that end, the Government has stepped up its programme of in-service training for both the newly recruited and also the very experienced teachers.

Local workshops are now more regularly organised and the topics covered include relatively new areas like student assessment.

1.2 In-Service Training: (Overseas)

The Government has also been making it easier for teachers to have training in overseas colleges and universities by granting them duty leave, study leave and sometimes leave without pay.

This policy is an incentive to the teachers to improve their qualification. This policy will definitely continue.

1.3 Reclassification of The Teaching Service:

Fully committed to the policy of upgrading the quality of the primary school classroom teacher, the Government of Antigua and Barbuda in 1987 reclassified the Teaching Service with a view to basing promotion more on qualification than on length of service. As a result of the reclassification many primary school teachers have been energised to pursue professional and academic courses to improve their qualification. A goodly number have been making use of the University of the West Indies Distance Teaching facility located at the School of Continuing Education (Extra Mural Dept.)

1.4 University Graduates in Primary Schools

Whereas in the immediate past teachers with degrees were deployed or posted either in the secondary school or at the Antigua State College, the Government is presently considering the feasibility of changing this policy with a view to posting teachers with the appropriate degrees in primary schools where their enriched knowledge will be brought to bear on children who are between the ages of 5 and 12 years. The Government has, at long last, accepted the educational principle that provided the primary school child receives the benefit of exemplary and progressive classroom activities the secondary level will take care of itself.

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1.5 Primary Head Teachers with Degrees

A school is as good as its Head. Not prepared to waste the improved human resources which are now being posted in the classroom environment of the primary school, the Government has decided to expose its primary school Heads to further and higher education. To that end, the Government has begun to send this category of teacher overseas to equip them to deal on an enlightened level with the more adequately prepared classroom practitioner.

Head Teachers are therefore now sent abroad to pursue degree programmes. One Head Teacher has very recently returned from the United Kingdom with B. Phil degree while another has left to pursue a similar course. This trend is expected to continue.

2.0 The Teaching/Learning Environment

2.1 The School Plant

Presently, each village in the Nation is provided with a primary school. Since these schools were built mainly in the 1950's and 1960's many of them have deteriorated into a serious state of disrepair. The twenty-nine primary schools at this point in time demand costly renovation if not replacement. This poses a very serious problem. Since they all cannot be repaired/ renovated/rebuilt at once the Government, in association with significant and traditional donor agencies, has decided to tackle the problem on a planned basis. Over time, the school buildings will once again provide the teaching/learning environment that is appropriate for maximum efficiency both on the part of the teacher and the student.

The Government is fully aware of the deleterious effects of substandard environments on the child's ability to learn and the teacher's will to teach. Every effort is therefore being made, in co-operation with the Ministry of Public Works, to improve conditions with haste.

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2.2. Furniture

The ideal condition is for each child to have his own desk and chair. The next best is for the child to be adequately seated with comfortable facility upon which to write.

Because of the financial crisis by which Caribbean countries are struggling resulting mainly from structural adjustment, the Government of Antigua and Barbuda cannot earmark adequate funds to satisfy either the ideal or the second best condition. Children in many primary schools are presently without adequate seating accommodation and many do not have desks upon which to write. These conditions do militate against the maintenance of basic education that has been achieved.

The Government is determined, nevertheless, to rectify the situation as funds and resources become available especially since it is committed to its long standing policy of "equal opportunity for all". The Government is actually in search of funds which will be used to alleviate the situation.

2.3 Teaching Aids and other Resources

Again as a consequence of the problems associated with structural adjustment the Government progressively finds it is impossible to make adequate budgetary provisions for the Education Sector as a whole.

Budgetary Provisions for Primary Schools
1988, 1989, 1990.

1988

Approved Estimates	Actual Expenditure
EC$415,000.00	EC$87,941.00

1989

Approved Estimates	Actual Expenditure
EC$419,000.00	EC$25,717.00

1990

Approved Estimates	Actual Expenditure
EC$119,500.00	It is anticipated that the 1988 and 1989 trend will again be experienced.

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These sums do not include salaries and wages. They are for:

- schooling, handicapped children;
- text books;
- instructional materials.

This financial inadequacy has profoundly militated against the provision, in sufficient quantitities, of basic teaching aids and other materials, equipment and necessities. To arrest, if not reverse, this trend, the Government is presently in the process of preparing its first five year Education Plan. With this plan in place, priorities will be established and, as funds become available, these problems will be dealt with appropriately.

3.0 Recruitment of Teachers:

Time was when applicants without adequate academic qualification were recruited especially in times when the demand for teachers was greater than the supply of qualified applicants. Not unexpectedly, the effects of this policy on the quality of education in the primary school has been devastating. However, this policy has been revoked.

The Government not too long ago decided that irrespective of the disequilibrium caused by the difference in the demand for and the supply of adequately qualified applicants, only qualificd applicants with a minimum of four CXC General Proficiency subjects at Grades 1 and/or 11, including English "A", would be employed. Even professionally trained applicants who do not satisfy this minimum academic criterion will not qualify for employment as teachers in Antigua and Barbuda.

The rationale behind this policy is simply to protect the primary school child from practitioners who lack sufficient subject content. This policy will be kept in place for the benefit of the learner.

4.0 Curriculum Enrichment

Primary School Population
(Government)

M	F	T
4,193	4,057	8,250

In the main, the primary school curriculum is made up of the traditional subjects like Language Arts, Mathematics and Social Studies.

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Notwithstanding the demands made on the Time Table by these traditional subjects the socio-economic trend in Antigua and Barbuda has compelled the Government to introduce pre-vocational subjects in a number of primary schools. These "new" subjects include home economics, craft, art, music, woodwork and also some environmental studies. This is a means of enriching the curriculum for the benefit of the child. The intention is definitely not to prepare craftsmen but simply to expose the child to the areas with a view to have them explore the subjects. By means of this process of exploration the children many discover hidden talents, abilities, aptitudes and skills which may encourage them to pursue, at the secondary level, subjects in which they discover their interest. This trend is in harmony with the Government's 1988 Education Policy Statement.

But as is known by anyone who is closely associated with the provision of technical and vocational subjects it is a very costly exercise. This phenominal cost has substantially restricted the scope of its provision throughout the System. Notwithstanding that problem, the Government, in co-operation with international bodies like UNESCO, and ILO is forging ahead with this enrichment programme. Other institutions with which the Government hopes to co-operate to reinforce this programme are CARICOM Secretariat, Mohawk College of Canada and the Caribbean Association for Technical and Vocational Education and Training (CATVET).

5.0 The Common Entrance (Scholarship) Examinations
1989 Statistics

Entries			Passes			%	
M	F	T	M	F	T	M :	F
483	582	1065	243	350	593	41 :	59

The Government of Antigua and Barbuda has not yet found it expedient to abandon the Common Entrance Examinations. These examinations, irrespective of the "harm" they are alleged to cause, do act as a means of stimulation for students. They provide a focal point for the pupils, a reason for their studies, a purpose for the difficult choice between study and play.

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The healthy competition created by these examinations can cause to surface efforts and standards of work which otherwise would remain undetected, hidden or dormant.

The common Entrance Examinations are maintained primarily to bring our the best in students, at an early age, by encouraging them to study with a purpose or objective.

It is the Government's intention to do everything possible not only to increase the number of children who qualify for scholarships but also to rectify the imbalance between the sexes where scholarship winners are concerned.

5.1 Post-Primary Examinations

Only pupils who are between the ages of 10+ years and 12 + years are eligible to write the Common Entrance Examinations. Those who do not qualify for scholarships at this age are given a second opportunity at the age of 15 years or 16 years.

The aim of this policy is to give the late developers equal opportunity to secondary education. There are three classes - Senior 1, Senior 2, Senior 3 - in the Post-Primary Department of the All Age School and these late developers are allowed to write the Post-Primary Examinations upon completion of the Senior 3 syllabuses. Those candidates who qualify receive three year scholarships to the Government's secondary schools where they pursue academic or technical/vocational subjects or a combination of both.

6.0 Pre Schools

The 1973 Education Act places the legal responsibility on the Government for the education only of children between the ages of 5 years and 16 years. On the basis of the provision of the Act the Government is not responsible for the socialisation of the child who is under 5 years of age.

Irrespective of the provision of the Act, the Government decided some time ago that it was in its interest to assist the pre-schools. In the same manner that the secondary school child is the product of the primary school pupil, so it is with regard to the pre-school toddler and the primary school child: the latter is determined by the former.

Conscious of that direct relationship, the Government of Antigua and Barbuda has been providing technical assistance to the pre-schools by paying the salaries of several pre-school teachers. In addition, the Government, in association with UNICEF, has provided the services of a Co-ordinator of pre-schools.

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The Co-ordinator ascertains that the pre-schools are adequately staffed, efficiently managed, sufficiently resourced and offer value for money.

Presently, the Government is considering the feasibility of forging closer links with the pre-schools.

7.0 Children with Special Needs:
7.1 The Handicapped

In no other educational activity is the policy statement "equal opportunity for all" more clearly exemplified than in its provision for the handicapped or children with special educational needs. These children were not always catered for by the Government. They were, until the 1970's catered for by private citizens.

Realising that though "special" these children were nevertheless citizens of the nation, whose education was guaranteed by the provisions of natural justice the Government decided in the 1970's to bring these children into the mainstream of the Education System. They were placed on their own premises, given a Head Teacher, who was specially trained, provided with adequately trained teachers and carefully supervised by an Education Officer. There is also a process of mainstreaming.

As a means of demonstrating its commitment to this type of child, the Government recently purchased new premises which will be occupied in September, 1990.

In addition, a new vanette which was donated by one of the local commercial banks will be commissioned for use by this school at the beginning of the 1990/91 academic year. This facility will reduce the incidence of lateness and absenteeism among the children who sometimes find it difficult to attend school owing to the unreliability of the School Bus Service.

7.2 The Multiple Handicapped:

Whereas up to this point in time the multiple handicapped children have been sidelined or marginalized, come September 1990 the Government's policy will be changed and provision will be put in place for this type of child. The multiple handicapped children were not catered for mainly because of a lack of adequate facility and specially trained staff. That situation has now changed so accommodation and staff will be made available beginning September, 1990. These children will be given the opportunity to learn basic survival skills.

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7.3 The School for the Deaf

This institution is run by the Antigua and Barbuda Red Cross Society. Like the pre-schools, it is heavily subsidised by the Government which pays the salaries of the staff.

8.0 Nutrition:

8.1 Christian Children Fund

Illness and learning are incompatible: so also are hunger and the ability to attend to the teacher.

Conscious of this fact, the Government appreciates the significant contribution that is being made by the Christian Children Fund (CCF) to assist children whose health is at risk because of a lack of adequate nutrition.

Christian Children Fund is spending huge sums of money to feed primary and pre-primary school children. The Government is hoping that this level of assistance will not only continue but will increase with time.

8.2 World Food:

Negotiations are presently in progress with World Food. If these negotiations succeed World Food would augment the contribution of CCF, all to the benefit of the pupils health and education.

9.0 The Administration:

9.1 Specialist Supervisors and Education Officers

The Primary schools are supervised by Education Officers who have the overall administrative responsibility of the schools. In addition, there are subject Specialist Supervisors whose responsibility is restricted to the enforcement of Government's policy touching particular subjects.

Whereas in the immediate past E.O's and Specialist Supervisors were selected mainly on the basis of length of service, all other things remaining equal, it is now the policy of Government to have its E.O's and Specialist Supervisors obtain appropriate university degrees. As an off shoot of this new policy, one E.O. has this year returned from the United Kingdom where she successfully pursued a M. Phil degree. Also, several specialist teachers are presently overseas pursuing degree programmes with a view to becoming Specialist Supervisors, eventually.

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Locally administrative and supervisory staff will most definitely combine their expertise with the other members within the school context to improve the teaching/learning process.

The Government has decided that teachers and subject/area supervisors must prepare themselves adequately for the duties which they are called upon to execute.

10.0 Co-ordinator of Mathematics

The post of Co-ordinator of Mathematics had been vacant for several years. However, as a consequence of the World Conference on Education for All which was held in Jomtien, Thailand, earlier this year and in keeping with the Government's policy to maintain standards of numeracy especially at the primary level the post was filled on August 1, 1990.

It is hoped that the new Co-ordinator will work, not only with the other subject specialists but especially with classroom teachers whose expertise in this particular curricular area demands continuous upgrading.

In close association with the Curriculum Development Officer the Co-ordinator of Mathematics is expected, inter alia, to:

- review the mathematics syllabus used by the primary schools with a view to bringing it up-to-date, if necessary;
- enforce the Government's policy touching this subject area and ascertain that the provisions of the syllabus are correctly utilized;
- work with Mathematics teachers to select appropriate mathematics texts and, by so doing, standardize the books used in all the primary schools;
- train teachers in the proper use of the selected texts, materials and teaching aids in order to maximize the teaching/learning exercise in the classroom;
- organise teachers of mathematics into a mathematics club or association which will assist him in meeting the needs of its members individually and collectively and in the process forge a vibrant professional body.

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In closing, I affirm that the Government of Antigua and Barbuda is fully committed to the resolutions adopted at the World Conference on Education for All, which was held at Ambassador City, Jomtien, Thailand last March.

Reuben H. Harris
Minister of Education,
Culture & Youth Affairs

Ministry of Education,
Church Street,
St. John's
Antigua.

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BERMUDA

IMPROVING THE QUALITY OF BASIC EDUCATION

Background

Bermuda, an isolated island of only twenty and a half square miles, is located in the Atlantic Ocean some six hundred and fifty miles due east of Cape Hatteras, North Carolina, and about seven hundred and fifty miles southeast of New York City. Bermuda enjoys a sub-tropical frost-free climate with daily mean temperatures ranging between twenty and twenty-five degrees Celsius.

The resident population of Bermuda is approximately fifty-seven thousand of whom sixty percent are black and forty percent are white. Twenty-five percent of the resident population is foreign-born.

Bermuda, Britain's oldest colony, has long enjoyed a significant degree of control over its internal affairs. Bermuda's Parliament first met in 1620, thus making it the second oldest in the Commonwealth after Westminster. Universal adult suffrage and ministerial Government were introduced in the 1960's.

Bermuda's strategic location, mild climate and stable Government have contributed to the development of a very sophisticated tourism industry with over half a million visitors each year. International company business is the second most important source of foreign exchange.

These two industries allow Bermudians to enjoy a very high standard of living. There is virtually no unemployment in Bermuda and indeed the island relies on a significant proportion of non-Bermudians in the work force. These factors make an extraordinary demand on the education system to produce young Bermudians capable of the further education and training necessary to prepare them to participate in a sophisticated economy. This demand determines that the definition of basic education has to be broader than the one offered by the Commonwealth Secretariat in the terms of reference for this paper.

The Education System

As a British colony Bermuda inherited the structure of its education system from Britain. In accordance with the Education Act 1954, the system is organized into primary and secondary schools. Attendance is mandatory for pupils from five to sixteen years of age. Although pupils may leave school at sixteen the law allows them to remain until just before their nineteenth birthday, if the additional time is required for them to complete the secondary school programme. There are 6,948 students in the system and 620 teachers and principals.

The Ministry also operates a highly developed preschool programme for four year olds. Although attendance at this level is not required by law, because of the large percentage of women in the work force and because of the very high quality of the preschool programme, there is pressure on the Government to provide placement and indeed certain of the preschools have been oversubscribed for a number of years.

Placement in preschools is given on the basis of proximity of residence and preference is given to the four year olds whose birthdays are earlier in the year. Recently priority has been given to children with exceptional educational and social needs.

Similar criteria are applied for primary school placement with the exception that all children whose fifth birthday falls within a particular calendar year must be offered a place in September of that year. Primary schools are zoned and the law does not allow children to attend a primary school out of zone.

Secondary schools are not zoned and placement is based upon a selection process adapted from Britain. That is, secondary principals select pupils at age eleven plus based upon their performance in a common examination, the Secondary School Entrance Examination and their parent's stated preference of school.

Policies and Strategies

Education in Bermuda, as in many countries, is often a highly publicized issue. Among the most frequently debated aspects of education over the past twenty-five years, almost since its introduction, has been the selective secondary school system. The critics of this system express the belief that this system creates disadvantages for adolescent males whose maturation is generally later than that of their female peers and whose performance on the Secondary School Entrance Examination, as a result, is lower than that of girls. This system has led to this situation in which the two schools designated as academic schools have many more girls than boys among their students.

The concern about the educational and social implications of the selective secondary system, as well as other educational issues, contributed to Government's initiation of a strategic planning process which required the establishment of an Education Planning Team in 1987.

This team of twenty-seven persons, including educators from all levels of the system, lay persons representing a range of special interests in the community, men and women and blacks and whites, was given the mandate to examine those educational issues of public concern and to recommend, on the basis of consensus, responses to those issues which were likely to have broad community support and which could be implemented by the Government.

Among the recommendations of the EPT was the major recommendation for the elimination of the Secondary School Entrance Examination, the introduction of neighbourhood middle schools and the establishment of a senior secondary school level. The provision of places for all four year olds in Government preschools and the education of physically and mentally disabled children in the least restrictive environment were other major recommendations. It was recognized by the Education Planning Team that the Education Act 1954 would require revision. Other recommendations were concerned with improvements to the curriculum, the development of a comprehensive staff development programme, and the introduction of incentives to improve the quality of teaching.

An integral part of the strategic planning process is that the final report of the Education Planning Team should be viewed as a five year plan requiring the Ministry to provide an annual update of progress with the implementation of the recommendations. The utilization of this planning process not only has encouraged community participation in, and support for, developments in education but also has strengthened the public accountability of the Government with respect to education. The Ministry is currently expending its energies and resources in response to the recommendation for restructuring while continuing its day-to-day management of the system.

MANAGEMENT OF THE SYSTEM

Several years ago the Ministry published the document - Mission Philosophy Goals. The contents were decided after consultation with educators at all levels of the system. While the goals remain constant from year to year, the Ministry identifies specific annual objectives for the management of the school system. Since receipt of the final report of the Education Planning Team, the annual objectives have included recommendations from that report. The document setting out these objectives is distributed to schools, parent-teacher associations and boards of governors of aided schools. The document is also available to the wider community.

At the end of each academic year the Ministry publishes a report on the specific objectives to those bodies which received the objectives at the beginning of the academic year. This practice is intended to be seen as one of the means by which the Ministry acknowledges its public accountability.

As a part of this system of accountability, principals are required to prepare school improvement plans, in consultation with their teachers, in which the objectives are consistent with those of the Ministry. They are expected to include objectives related to the improvement of pupil performance. At the end of each school year principals report to the Chief Education Officer on the outcomes of their plans.

CURRICULUM

The provision of curriculum guides for core subjects has been in place for a number of years at the preschool, primary and secondary levels. Teachers have been very much involved in the development of these guides under the supervision of Department of Education officers. Through this process the Ministry has capitalized on the expertise of teachers in anticipation of creating ownership among them for the curricula and at the same time enhancing their sense of professional worth.

Preschool

The preschool curriculum guide includes objectives related to the child's social, cognitive and motor development as well as objectives for language development, mathematics, social studies, human rights and science.

Primary

At the primary level a national curriculum is in place in language arts, mathematics, science, social studies, health and family life education and physical education.

Secondary

Another feature of the education system inherited from Britain was the use of the General Certificate of Education (GCE) 'O' level curriculum and examinations at the secondary level. As this programme was suitable only for a minority of students, for a long time there was a great deal of flexibility allowed to principals and teachers in those secondary schools for whose students the 'O' level programme was not appropriate to devise their own curricula. The result was considerable diversity of programmes and also inconsistency of standards.

Diversity is arguably desirable in any school system. However, inconsistency of standards is indefensible educationally and politically in a community whose manpower needs are as sophisticated as Bermuda's and whose manpower resources are as limited.

The introduction of the Bermuda Secondary School Certificate (BSSC) programme in 1974 was a direct response to two factors: the inconsistency of standards and the fact that the 'O' level programme was not serving the needs of a majority of Bermuda's students who left secondary school without any recognized certification of their academic achievement. With the introduction of the Bermuda Secondary School Certificate, a national curriculum was established for secondary schools.

The certificate programme has certain features in common with secondary school programmes in North America in that the award of a certificate is based upon the accumulation of credits in specified subjects over the five years of secondary school. All students are required to earn a minimum of thirty-five credits over the five years in order to qualify for the certificate. Five credits must be obtained in mathematics and English. In addition, students must earn a credit in civics and take at least one year of history and geography and two years of science.

An overall goal of the programme has been to make it relevant to local needs and simultaneously to internationalize the currency of the certificate. With regard to the first, aspects of Bermuda's studies have been included in the appropriate courses in history, geography and science and students must take a two year civics programme. It is intended also that the certificate should provide useful information to prospective employers of that small group of students who plan to enter the work force immediately upon leaving secondary school.

With regard to the second aspect, communication has been established with a number of institutions and organizations to provide information about the Bermuda Secondary School Certificate. As a result, the Joint Matriculation Board (JMB) in Britain has recognized the Bermuda Secondary School Certificate as satisfying the 'O' level component of its matriculation requirements. The University of Western Ontario in Canada has made a similar decision with respect to its admission requirements. The National Collegiate Athletic Association in the United States has included the certificate among the admission criteria for its constituent colleges and universities.

LEARNING MATERIALS

A list of textbooks approved by the Ministry is distributed to schools and funding provided for the purchase of sufficient books so that every child has the use of a text for core subjects.

In addition, Bermuda is fortunate in that it has access to, and financial resources for, the acquisition of a number of state-of-the-art commercially produced structured instructional programmes which may complement the curricula at various levels of the system.

Preschool

The Mason Early Childhood Mathematics Programme which encourages children to think mathematically at an early age has been implemented at all Government preschools.

Primary

Supplementary resource materials are produced locally to support the curriculum for mathematics, science and the Bermuda studies component of the social studies programme. The first locally produced social studies text for Primary 5 pupils is currently being written by teachers under the supervision of a lecturer in history from the University of the West Indies.

At Primary 1 and 2 the Writing-to-Read programme, a multimedia programme including the use of IBM personal computers, has been introduced in all primary schools. This programme is designed to improve the reading and writing skills of five and six year olds. The Mason Thinking and Writing Skills Programme has been introduced for Primary 3-5 pupils. This programme is designed to teach pupils to edit their written work more carefully and has been developed to build upon reading and writing skills enhanced by the Writing-to-Read programme.

Secondary

At both the primary and secondary levels commercially produced life skills programmes have been introduced. These programmes focus on aspects of healthful living and are designed to assist young people in making choices and decisions which are in their best interests. The issues addressed include AIDS education and substance abuse.

ASSESSMENT

The Ministry uses a combination of locally developed tests based upon curricula and standardized tests. The principal purpose for assessment is the improvement of instruction.

Preschool

A commercially produced screening instrument has been introduced at the preschool level and is administered at entry. The purpose of the instrument is the assessment of the skills which children possess at this point. The results of the assessment enable teachers very quickly to design instructional programmes to meet the needs of the children.

Primary

An appropriate level of the same screening instrument is administered at entry into primary school for the same purpose as at the preschool level. The Bermuda Educational Assessment Programme (BEAP) has been introduced at Primary 3, 5 and 7. The tests cover language arts and mathematics and assess achievement on objectives of the local curricula. This assessment includes both multiple choice items and long answer tests. Both forms of tests are analyzed and reports produced which show how individual schools and pupils are performing on specific clusters of questions. These reports are used by teachers to modify their instruction appropriately. The reports enable test developers to judge the validity of the tests and to revise them as appropriate. As a result of a recent evaluation of the primary school mathematics programme increased attention has been focused on the assessment of problem-solving.

Secondary

Assessment in the Bermuda Secondary School Certificate has been improved by the inclusion of long answer papers, projects and other modes of assessment along with multiple choice components. From the inception of the Bermuda Secondary School Certificate programme, the Ministry has used technical assistance with assessment from Education Testing Service (ETS) in Princeton, New Jersey - an internationally renowned testing organization. More recently the Ministry has entered into a consultancy with the University of Cambridge Local Examinations Syndicate. As a result, the chairmen of the Bermuda Secondary School Certificate subject committees have participated in a workshop conducted by Cambridge on the development of non-objective tests and on school-based assessment.

Standardized Testing

In addition to assessment based on local curricula, the California Achievement Test, a standardized test in English and mathematics which is produced in the United States, is used as a benchmark for the system in order to measure the performance of Bermudian children against a constant international standard. This test is administered each year to Primary 4 and 6 and Secondary 1 and 4 pupils.

TRAINING AND PROFESSIONAL SUPPORT FOR TEACHERS

Bermudianization of the work force is a publicly enunciated policy of the Government. The Ministry is thus committed to the recruitment of qualified Bermudians into the teaching profession. Bermuda however is not in a position to provide full training programmes locally for persons planning to enter the teaching profession, as post-secondary education does not extend beyond the programmes offered by the Bermuda College - a two year publicly funded tertiary institution. The Bermuda College does provide a university transfer programme, at a comparatively low cost, which allows students to complete up to the first two years of a university programme in North America or to gain access to the first year of university in Britain. Therefore students may undertake a part of their training locally. In addition, the Ministry provides financial assistance to persons wishing to complete their training overseas.

Teacher Training Awards

Each year the Ministry offers up to eight teacher training awards to young people who have identified teaching as a career goal and who have indicated that their area of interest is one where the Ministry has identified a need for the system. Applicants for these awards are closely screened and interviewed so as to assess their suitability to make an effective contribution to the system. They also must satisfy acceptable academic standards. Successful applicants are required to sign an agreement to give one year of service for each year of funded training.

Other Financial Assistance

Other forms of financial assistance, including the prestigious Bermuda Government Scholarships and scholarships offered by the private sector, are available to persons who may wish to qualify for teaching. These awards do not include a requirement of service and therefore provide less of a guarantee of the students' return to Bermuda.

Training for Specialized Recruitment

In recognition of the need to recruit teachers in certain specialized areas, the Ministry is examining the feasibility of setting up a local teacher training programme through the auspices of Queen's University, Canada. This programme is designed for persons who possess a first degree, who are already in employment and who might be interested in training for teaching, if such training could be undertaken without compromising their personal responsibilities. The programme would allow for the formal courses to be undertaken during two summers - one in Bermuda, perhaps through the Bermuda College, and the second at Queen's. The intervening academic year would be spent on the staff of a local school under the supervision of the principal and a master teacher. Queen's would provide the certification once all the requirements had been completed. It is hoped that this programme will be in place for the 1991/92 academic year.

In addition to financial support for pre-service programmes for teachers, the Ministry provides a number of avenues for professional development for teachers already in the service.

Sabbatical Leave

Provision is made for up to five teachers a year to take a year's study leave on full salary. Successful applicants must have demonstrated effective experience in the profession and must be planning further qualification in an area of need identified by the Ministry.

Graduate Training Programmes

With the emphasis on the development of national curricula at all levels of the school system came the recognition of the need to provide specialized training for teachers who would have major responsibility for curriculum development. The Ministry was able to enter into an agreement with Queen's University to provide a master's degree in curriculum development over a period of four summers. The programme for three summers could be completed in Bermuda and the fourth summer had to be taken at Queen's. Teachers who completed this degree have taken leadership roles in curriculum development, as anticipated.

Professional Development

Funds are made available to teachers wishing to attend conferences, workshops and seminars, either locally or abroad, in areas which have been given priority by the Ministry. One of the criteria for provision of such funding is the agreement by the teacher that he will share information gained with colleagues, either informally or in a formal workshop setting, and that he will recommend ways in which that information may contribute to improvements throughout the system.

In addition, a committee with representation from all levels of the education system has been established to plan an annual staff development programme for teachers. The criteria for the selection of workshop topics will include needs for professional development identified both by the Ministry and by teachers.

Use of Resource Teachers

A number of teachers who have demonstrated a sound knowledge of their subject and effectiveness in the classroom have been seconded to the Ministry to function as resource teachers providing guidance to their colleagues in the classroom in all those areas affecting their performance. These teachers conduct model lessons for their colleagues, provide guidance on a one-to-one basis and conduct workshops in response to identified needs.

TEACHER APPRAISAL AND RETENTION OF EFFECTIVE TEACHERS

Given Bermuda's sophisticated standard of living and its limited manpower, the Ministry competes with other Government departments and agencies as well as the private sector for qualified, effective persons. This competition has become even more keen for education in recent years because of Bermuda's social and political development. Whereas formerly blacks were excluded from much of the economic development of the island and as a result entered the teaching profession which was one of the few open to them, they now have many more options and exercise them.

However, recognizing the value of Bermudianization in a profession in which persons have the opportunity and responsibility to influence those young people who are the island's future leaders, the Ministry accepts its responsibility to require effective performance on the part of teachers and to retain as far as possible those teachers who have demonstrated their effectiveness or their potential in this regard.

Training for Principals in Effective Supervision

A teacher performance appraisal instrument has been in place in schools for a number of years. The instrument focuses on those behaviours by teachers which have been shown by research to affect student learning.

More recently a four year professional development programme for principals has been initiated. Its purpose is the improvement of the skills of principals in the supervision of instruction. The participants in the first year of the programme were volunteer principals. The programme is being conducted by a firm of Canadian consultants in coordination with the Department of Education officers.

One of the outcomes of the programme is the development of a manual setting out the procedures for effective supervision. A group of volunteer teachers from the schools of participating principals has been involved in the practical application of skills identified and techniques developed during the training sessions and has contributed to the writing of the manual. It is anticipated that this collaborative process will lead to improved supervision of instruction and that supervision will be accepted more readily by teachers as a result of their involvement in the development of the process. It is planned that other principals will join the professional development programme in the next academic year.

Teacher Orientation

A structured orientation programme has been established to assist teachers new to teaching or new to Bermuda's school system in adjusting to their responsibilities in the classroom.

Mentor Programme

The Bermuda Teachers Induction Programme was established following negotiations between the Government and the Amalgamated Bermuda Union of Teachers. This programme provides a mentor for every four persons who are beginning their teaching career. This mentoring may continue for the first three years of the teacher's employment, although with the demonstration of the new teacher's confidence and competence the intensiveness of the mentoring may be reduced. Initial feedback on the programme, especially from the new teachers, has been extremely positive.

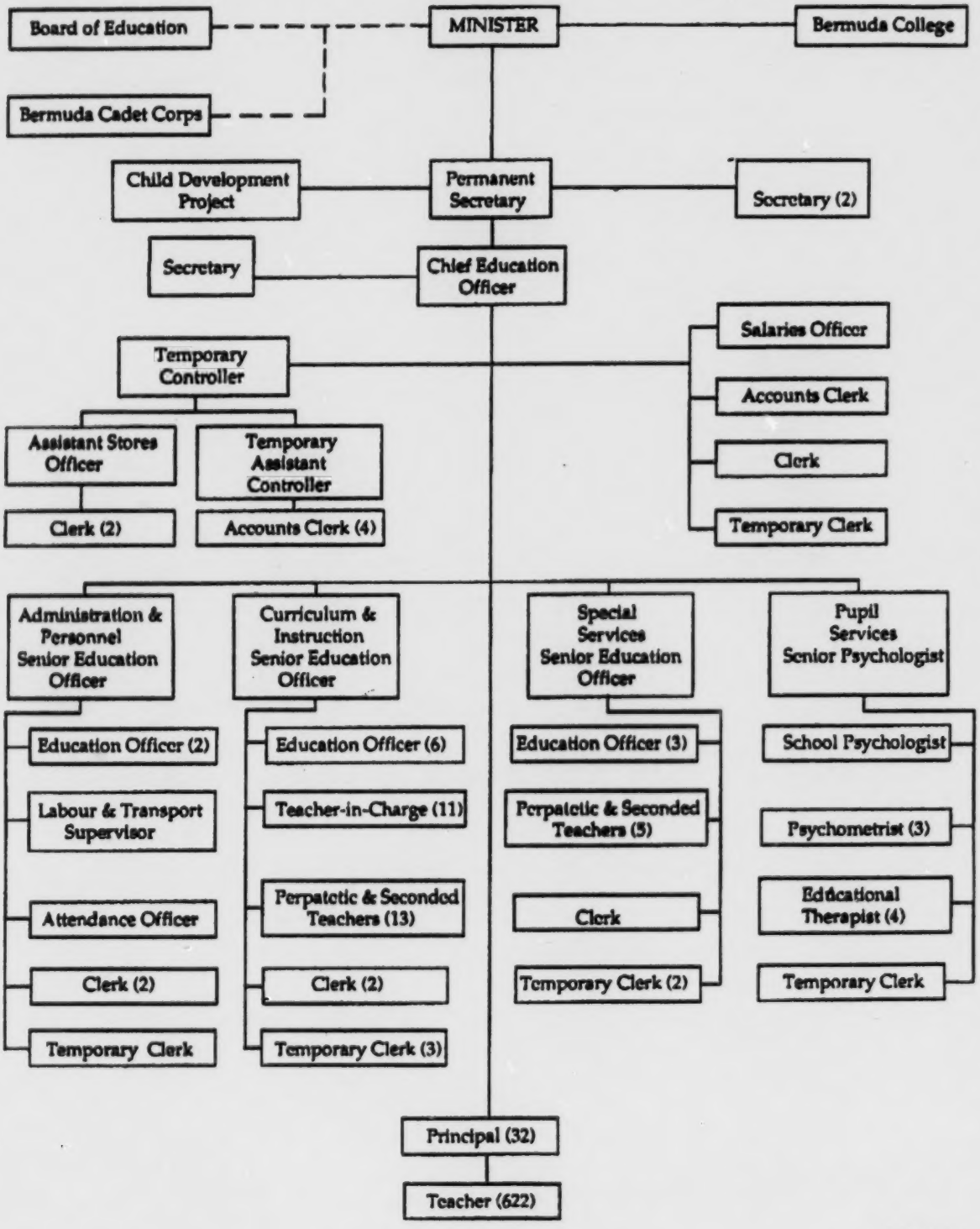
Posts of Responsibility

The number of scale posts available in each school was increased to include the establishment of mandatory scale posts for core subjects. Job descriptions for the posts were revised or developed as necessary and a system for performance appraisal introduced. It is expected that more clearly defined responsibilities for these posts will provide administrative experience for teachers seeking promotion in the future.

Long Service Awards

The long service of teachers is recognized after fifteen and twenty years by a once-off bonus. Recognition is given also at an annual luncheon when service is recognized beginning at five years and including teachers whose years of service is a multiple of five.

MINISTRY OF EDUCATION & CULTURE
BERMUDA



July 1990

EDUCATIONAL STATISTICS

NUMBER OF GOVERNMENT SCHOOLS

Preschools	11
Primary	18
Secondary	8

Note: These numbers include one aided school at the primary level and four at the secondary level. Aided schools are totally publicly funded.

ENROLMENT

	1978		1989	
LEVEL	GROSS	NET	GROSS	NET
Preschool	448	442	480	475
Primary	5025	4878	5025	4262
Secondary	4050	3707	3750	2686

Note: These figures include enrolment in aided schools. Gross indicates total enrolment; net is the actual enrolment.

ENROLMENT IN PRIVATE SCHOOLS

1978	1989
1994	2077

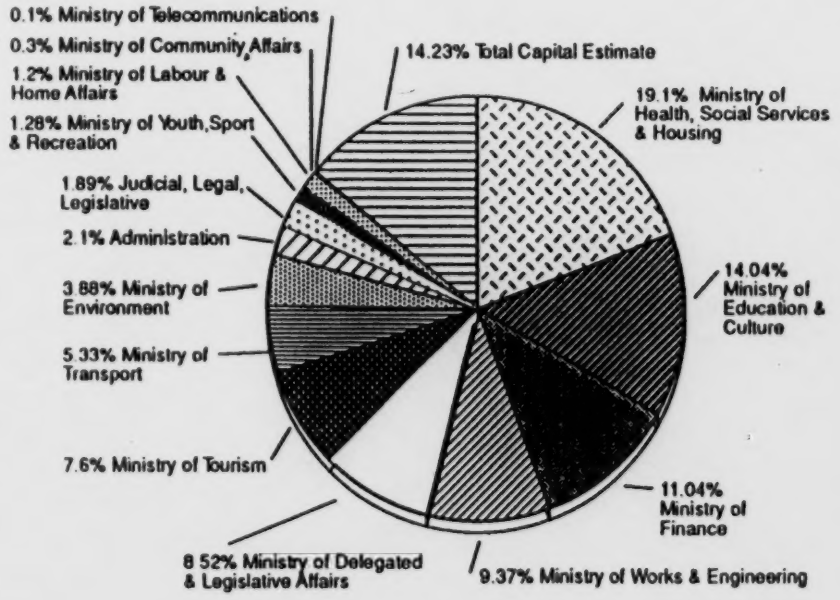
TEACHERS

Classroom Teachers	620
Resource Teachers	30

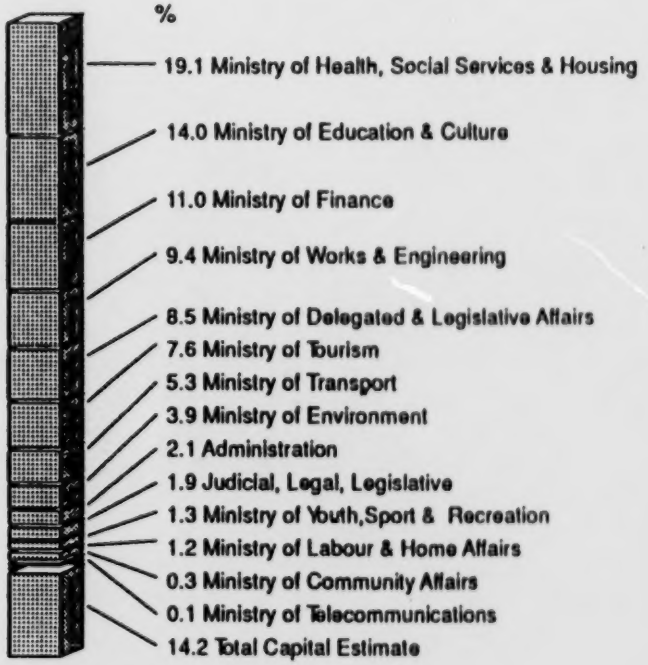
Note: All teachers are trained.

B E R M U D A G O V E R N M E N T

Estimated expenditure 1990/91 in BD$ Millions*


0.1% Ministry of Telecommunications
0.3% Ministry of Community Affairs
1.2% Ministry of Labour & Home Affairs
1.28% Ministry of Youth,Sport & Recreation
1.89% Judicial, Legal, Legislative
2.1% Administration
3.88% Ministry of Environment
5.33% Ministry of Transport
7.6% Ministry of Tourism
8.52% Ministry of Delegated & Legislative Affairs
9.37% Ministry of Works & Engineering
11.04% Ministry of Finance
14.04% Ministry of Education & Culture
19.1% Ministry of Health, Social Services & Housing
14.23% Total Capital Estimate

Categories of expenditure as a percentage of total estimated expenditure for 1990/91 of $366,350,005*


%
19.1 Ministry of Health, Social Services & Housing
14.0 Ministry of Education & Culture
11.0 Ministry of Finance
9.4 Ministry of Works & Engineering
8.5 Ministry of Delegated & Legislative Affairs
7.6 Ministry of Tourism
5.3 Ministry of Transport
3.9 Ministry of Environment
2.1 Administration
1.9 Judicial, Legal, Legislative
1.3 Ministry of Youth,Sport & Recreation
1.2 Ministry of Labour & Home Affairs
0.3 Ministry of Community Affairs
0.1 Ministry of Telecommunications
14.2 Total Capital Estimate

*Expenditure figures reflect 1990/91 'appropriations' - 'actual' expenditures will exceed appropriated amounts by the $4,092,000 of unspent capital appropriations from prior years.

INDIA

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I. POLICIES AND STRATEGIES FOR THE DEVELOPMENT OF ELEMENTARY EDUCATION IN INDIA

A. INTRODUCTION

1.01 An important aspect of educational development in India during the Post-Independence period has been the continuous and sustained effort directed towards the provision of basic education for all children, youth and adults. After achieving Independence, India undertook the task of national reconstruction aimed at bringing about socio-economic transformation and creating a new social order based on the principles of democracy, social justice and secularism. It was realised that without providing at least basic education to the masses, it was wellnigh impossible to establish a just and egalitarian society. It was recognised that implementation of developmental programmes would depend on the effective participation of the people and that it was only through the provision of at least basic education that they could be equipped with the knowledge, skills, atttitudes and values required for social and economic reconstruction.

1.02 The significance of education as an instrument of national development, as a means to upward economic and social mobility and as an effective means for improving the quality of the life of people was recognised very early by the national leaders. The father of the nation, Mahatama Gandhi, had visualised education as a basic tool for the development of national consciousness and reconstruction of the society. In 1937, he had put forward a scheme of basic education which envisaged the provision of free and compulsory education of seven years' duration for all children on a nationwide scale. The main characteristics of this scheme of basic education were the emphasis laid on the allround development of the child, development in the children of a secular national outlook, use of the immediate environment as a source of knowledge, integration of and correlation between education and work, and use of mother tongue as the medium of instruction and learning. The scheme of basic education represented the first significant effort to develop a system of education relevant to the needs and aspirations of the people.

1.03 Subsequently, a large number of institutions incorporating the principles of basic education were set up in the country and the effort directed towards the provision of free and compulsory basic education to all children gained momentum. The Post-War Plan of Educational Development in India (1944), known popularly as the Sargent Plan, put forward

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proposals to provide free and compulsory basic education to all children in the age group 6-14 in a phased manner. This implied eight years of free and compulsory education to all children in the age group 6 to 14. Thus, basic education, in the Indian context refers to the first eight years of education in a formal school set up or its equivalent in the non-formal education setting. The first eight years of education is normally referred to as elementary education which comprises five years of primary education (Grades I to V) followed by three years of upper primary education (Grades VI to VIII).

1.04 At the time of the attainment of Independence in 1947, the level of achievement in respect of elementary education in India was fairly low in almost all respects. Thousands of villages and rural habitations were without facilities for elementary education. Only one child out of three in the age group 6 to 11 and only one child out of eleven in the age group 11 to 14 were enrolled in schools. Educational inequalities were very large, especially between one region and another, between urban and rural areas, between boys and girls and between the advanced and intermediate castes on the one hand and the Scheduled Castes and Scheduled Tribes and other backward classes on the other. The rate of drop-out at the elementary stage was very high and the quality of elementary education was quite unsatisfactory.

B. POLICIES ON EDUCATION

1.05 Universalisation of elementary education has been one of the most important goals of educational development in India since Independence. Systematic programmes directed towards universalisation of elementary education was undertaken soon after independence, particularly with the enactment of the Constitution of India and initiation of country-wide economic and social planning in 1950. The provision of free and compulsory education to all children until the age of 14 years was accepted as the responsibility of the State and this commitment was incorporated in Article 45 of the Indian Constitution as a Directive Principle of State Policy. Article 45 of the Indian Constitution enjoins that "the State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years". The expression "the State" which occurs in this Article is defined in Article 12 to include the Government and Parliament of India and the Government and the Legislature of each of the states and all local or other authorities within the territory of India or under the control of the Government of India.

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1.06 Article 29(1) of the Constitution provides that "any section of the citizens, residing in the territory of India or any part there of having a distinct language, script or culture of its own shall have the right to conserve the same". Article 29(2) lays down that "no citizen shall be denied admission into any educational institution maintained by the State or receiving grant-in-aid out of State funds on grounds only of religion, race, caste, language or any of them". Article 30(1) enjoins that "all minorities whether based on religion or language shall have the right to establish and administer educational institutions of their choice" while Article 30(2) lays down that "the State shall not, in granting aid to educational institutions, discriminate against any educational institution on the ground that it is under the management of minority, whether based on religion or language". Article 350-A lays down that "it shall be the endeavour of every State and of every local authority within the state to provide adequate facilities for instruction in the mother tongue at the primary stage of education to children belonging to linguistic minority groups". Special care of the economic and educational interests of the under-privileged sections of the population is laid down as an obligation for the State under Article 46 which states that "the State shall promote with special care the educational and economic interests of the weaker sections of the people, and in particular, of the Scheduled Castes and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation".

1.07 According to the Constitution of India, the goal of providing free and compulsory education to all children up to the age of 14 years should have been attained by 1960. However, this target date had to be revised from time to time and it has not been possible to achieve the goal of universal elementary education in spite of investing considerable resources in expanding the facilities for elementary education as well as for qualitative improvement. An ever increasing population and financial and manpower constraints have been the main impeding factors in achieving the goal of universal elementaary education.

1.08 The problems pertaining to development of education at different levels of education have been reviewed from time to time by various Commissions and Committees appointed by the Government of India in addition to the annual reviews made by the Central Advisory Board of Education (CABE). The Education Commission (1964-66) appointed by the Government of India had examined all levels and aspects of education in depth and enunciated a comprehensive education policy fully oriented towards national development. After reviewing the progress achieved in the first three Five-Year Plans (1951-66), the Education Commission recommended, among other things,

a rearrangement of priorities in education. It underlined national development as one of the most important concerns of education and highlighted the need to restructure the education system through a transformation of the content of the educational programmes so as to relate it to the needs and aspirations of the people. Special emphasis was laid on programmes of qualitative improvement in order to ensure adequacy of standards achieved and a carefully planned expansion of educational facilities with the accent on equalisation of educational opportunities.

1.09 The recommendations of the Education Commission were discussed widely and following the general consensus that emerged, a Resolution on National Policy on Education was formally issued by the Government of India in 1968. The Resolution enunciated 17 principles for guiding educational development in the years ahead. It pointed out that a radical reconstruction of education as envisaged required a transformation of the educational system to relate it more closely to the life of the people, a continuous effort to expand educational opportunity, a sustained and intensive effort to raise the qquality of education at all stages, an emphasis on the development of science and technology and the cultivation of moral and social values. The Resolution pointed out that "the educational system must produce young men and women of character and ability committed to national service and development". On the provision free and compulsory education at the elementary stage, tne Resolution stated that "streneous efforts should be made for the early fulfilment of the Directive Principles under Article 45 of the Constitution seeking to provide free and compulsory educatioon for all children up to the age of 14 years". The Resolution emphasised equalisation of educational opportunities and stressed that "regional imbalances in the provision of educational facilities should be corrected and good educational facilities should be provided in rural and other backward areas". The promote social cohesion and national integration, the Resolution emphasised the need to "have a broadly uniform educational structure in all parts of the country". It also stated that "the education of girls should receive emphasis and highlighted the need to make more intensive efforts "to develop education among the backward classes and especially among the tribal people".

1.10 Though, the Indian education scene has been characterised by quantitative expansion at all levels of education and by efforts directed towards qualitative improvement of education since the adoption of the Resolution on National Policy on Education in 1968, there has been a growing concern about the limitations of the formal education

system to meet the educational needs of all children in the compulsory schooling age-group and in achieving the goal of universal elementary education. The concern about the limitations of the formal education system in meeting the learning needs of a large proportion of children in the compulsory schooling age-group resulted in a search for alternatives to the formal system of education. As a major strategy to provide education to out-of-school children who for various socio-economic reasons cannot take advantage of the full-time schooling facilities, formulation and implementation of a large-scale programme of part-time education was emphasized by the Central Advisory Board of Education (CABE) in 1974. The CABE observed that "the goal of universal education cannot be realized through an exclusive reliance on the formal system of education with its single point entry, sequential character and full-time professional teachers" and recommended that 'a radical reconstruction of the existing system should be carried out through the adoption of a multiple entry system and a large scale programme of part-time education for those children who cannot attend schools, for some reason or the other on a whole time basis'. In accordance with this recommendation, part-time education was emphasized for the first time in the Draft Fifth Plan (1974-1979). Part-time classes were proposed for those children who, having completed five years of primary school would also like to continue education on a part-time basis, and literacy classes for those who had either never been to school or had droppped out at the early stage of primary education.

1.11 Part-time education as a major strategy to bring out-of-school children within the fold of education was also emphasized by the Working Group on Universalization of Elementary Education set up by the Ministry of Education, Government of India in 1978. While formulating the basic strategy for universalization of elementary education, the Working Group in its interim report recommended, "at present our motto is: either full-time education or no education at all. This does not suit the hard realities of the life because most children (about 70 per cent of the total) have to work in or outside the family and are, therefore, compelled to drop out on the ground that they cannot attend on a whole-time basis. They could receive education on part-time basis but our system does not provide such education. We propose a major change in this policy in recommending a new motto: Every child shall continue to learn in the age group 6-14, on a full time basis, if possible and on a part-time basis if necessary". The Working Group also observed that "the goal of universal elementary education can and should be achieved through full-time schooling and part-time education: but either should be done without sacrificing the basic minimum knowledge of literacy, numeracy and inculcation of the social and civic responsibilities and in both these options the content of education should be meaningful and relevant to the socio-economic milieu and needs. Content of either channel should be such as it does not thwart the scope of vertical mobility.

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1.12 Following the recommendations of the Working Group, non-formal part-time education was developed in a big way as an alternative, supportive system to formal schooling. Under this programme, out-of-school children, who cannot join and attend formal schools because of certain socio-economic constraints, are offered elementary education of an equivalent standard at places and times suited to their needs and convenience.

1.13 Inspite of the massive quantitative expansion of educational facilities and sustained efforts made for qualitative improvement of education at the elementary stage, the problems of access, participation and quality in respect of elementary education continued to persist and it was recognised that neither a normal linear expansion nor the existing pace and nature of improvement could meet the needs of the situation. This, together with a variety of new challenges and social needs made it imperative to evolve a new design for education and new policy directions in the context of the contemporary realities and future concerns and, therefore, a new National Policy on Education was formulated by the Government of India in May 1986.

1.14 The National Policy on Education (NPE)-1986 brought to focus the sense of urgency about the need to achieve the goal of universal elementary education within the shortest possible time. The NPE-1986 resolved that "it shall be ensured that all children who attain the age of about 11 years by 1990 will have had five years of schooling or its equivalent through the non-formal stream" and "likewise by 1995 all children will be provided free and compulsory education upto 14 years of age". The promote equality, the NPE stressed the need "to provide for equal opportunity to all not only in access, but also in the conditions for success". To facilitate universal elementary education, the NPE also envisaged "a large and systematic programme of non-formal education for school drop-outs, for children from habitations without schools, working children and girls who cannot attend the whole-day schools". The NPE also envisaged use of modern technological aids to improve the learning environment of non-formal education centres and stressed the need to take appropriate measures "to ensure that the quality of non-formal education is comparable with formal education".

1.15 For administrative purposes, India is divided into 25 states and seven union territories. Earlier, education has been primarily the responsibility of the state/union territory governments. The 42nd amendment to the Constitution of India in 1976, however, has made education a concurrent subject, thus investing the Parliament with the authority to legislate on education. The Constitutional Amendment of 1976 envisaged

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a new sharing of responsibility between the Union Government and the states/union territories in respect of formulation and implementation of educational development plans and programmes. While observing that the role and responsibility of the states in regard to education will remain essentially unchanged, the NPE-1986 stated that "the Union Government would accept a larger responsibility to reinforce the national and integrative character of education, to maintain quality and standards (including those of the teaching profession at all levels), to study and monitor the educational requirements of the country as a whole in regard to manpower for development, to cater to the needs of research and advanced study; to look after the international aspects of education, culture and Human Resource Development and, in general, to promote excellence at all levels of the educational pyramid throughout the country.

1.16 The provision of universal elementary education continues to be one of the main objectives of educational development in India during the Eighth Five-Year Plan period. While recognising that "crucial to the evolution of an equitable and decentralised social order is a thorough revamping of the educational system" particularly "for realising the goal of greater equity and for providing the necessary technical inputs at various levels", the Approach Paper prepared for formulation of the Eighth Five-Year Plan has stressed the need to make education "a means to enhance the capabilities of people as citizens and as producers" and highlighted the "need to give greater priority to mass literacy and elementary and secondary education, as against the tendency to divert resources to ever higher levels of education". The approach paper has brought into focus the need to generate "a movement for education for all in which all citizens and all major institutions feel involved" and highlighted the need to shift the stress to the lower tiers of the educational pyramid. The paper observes that "what matters are quality and relevance of education rather than quantitative targets" and recognises the need to provide better education, relevant to people's needs and of requisite quality.

C. CHALLENGES BEING ADDRESSED

1.17 Universalisation of elementary education in India has three essential dimensions. These are <u>universal access, universal participation</u> and <u>universal attainment</u>. Universal access envisages provision of educational facilities for elementary education on a scale and in forms adequate and suitable to ensure that all children of elementary school age-group have access to educational facilities within easy walking distance. Keeping in view Indian conditions, one kilometre from the habitation of residence of children is

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accepted as the walking distance for location of primary schools and three kilometres for location of upper primary schools. Universal participation implies enrolment of all children in the age group 6 to 14 in a primary/upper primary school or in a non-formal education centre and their retention till they complete the elementary cycle of education. Universal participation also envisages organisation of target-specific educational programmes to ensure that the disadvantaged groups like the girls, children belonging to the Scheduled Castes and Scheduled Tribes, working children etc. who tend to get left out get due attention. Universal attainment envisages attainment by all children the minimum levels of learning laid down for different stages of elementary education. Universal attainment presupposes providing conditions that would help the learners in attaining the specified minimum levels of learning and providing opportunity to all to actively participate in the learning processes in order to ensure that equal opportunity for access is matched by equal opportunity for educational success. It calls for continuous renewal of the curriculum to make it relevant to the changing needs and aspirations of the community to which the children belong, provision of the essential physical and academic facilities required for effective transaction of the curriculum, proper planning and managementt of manpower and material resources, improvement of the quality of instructional materials, adoption of innovative instructional practices that are needed to help children attain the learning outcomes specified for different stages of elementary education, improvements in the procedures and techniques of evaluation of the learning outcomes, development of appropriate programmes for pre-service and inservice education of teachers to improve teacher effectiveness and reorientation of supervisory personnel to improve their professional competence.

1.18 Since the initiation of economic and social planning in 1951, India has been confronted simultaneously with the tasks related to the three dimensions of universal elementary education. In spite of the phenomenal expansion of facilities for elementary education and the substantial investments that have been made, the goal of universal elementary education continues to elude the country. The main challenges in the context of the efforts for achieving the goal of universal elementary education are (i) ensuring equitable access to educational facilities within easy reach of elementary school-aged children, (ii) facilitating universal enrolment of children in the age-group 6-14 in primary and upper primary schools or in non-formal education centres, (iii) ensuring retention of every child enrolled in the elementary school or non-formal education centre till they complete the full cycle of elementary education and (iv) increasing relevance and improving the quality of elementary education in order

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to facilitate attainment by all learners of the learning outcomes specified for different stages of elementary education.

(i) Ensuring Equitable Access to Educational Facilities

1.19 A phenomenal expansion has taken place in the facilities or elementary education since 1950. The number of primary schools increased from 209,671 in 1950-51 to 529,392 in 1986-87. During the same period, the number of upper primary schools increased from 13,596 to 138,687. In addition to the 529,392 independent primary schools in the country in 1986, primary sections were also attached to 94,214 upper primary schools, 6455 secondary schools and 1333 Higher Secondary Schools. Similarly, in addition to the 138,687 upper primary schools in the country, upper primary sections were attached to 36,835 secondary schools and 11,504 higher secondary schools. Thus in 1986, there were 631,394 primary sections and 187,026 upper primary sections in the country.

1.20 At the time of the Fifth All-India Educational Survey (Reference Date: 30 September 1986), of the 979,065 rural habitations, 502,806 (51.36 per cent) habitations covering 80.34 per cent of the rural population had primary schools/sections. 94.60 per cent of the rural population were served by primary schools/sections located either within the habitation or upto a walking distance of 1 km. In the country as a whole, of the 530,246 (54.16 per cent) habitations with a population of 300 or more, 76.98 per cent had the facility for primary education within the habitation of residence and 94 per cent had the facility either within the habitation of residence or within a walking distance of 1 km. In 1986, 36.98 per cent of the rural population had upper primary schools/sections within the habitation of residence. 85.39 per cent of the rural population had the facility for upper primary stage either within the habitation of residence or within a walking distance of 3 km. Of the 358,996 (36.67 per cent) habitations with population 500 or more, 29.93 per cent were served by upper primary schools/sections within the habitation of residence and 84.45 per cent had the facility either within the habitation or within a walking distance of 3 km.

1.21 Though substantial progress has been achieved in terms of provision of educational facilities, it has not been sufficient enough to provide access to elementary education for all. The major thrust of the programmes for quantitative expansion of educational facilities has been to cover all habitations which have a viable population of about 300 with the provision of primary school/section within a distance of one kilometre and to cover all habitations with a viable population of about 500 with the provision of upper primary school/section within a distance of three kilometres from them. In 1986, there were 31,750 habitations which had a

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population of 300 or more but had no primary schooling facility within them or within a distance of 1 km. However, the major problems is of providing primary schooling facilities within a distance of 1 km in respect of 120,480 habitations which have a population less than 300.

1.22 In 1986, schooling facilities at the upper primary stage within a distance of one kilometre were available to only 54.81 per cent of population. The same were available to 72.45 per cent of population within a distance of three kilometres. About 14.61 per cent of the population did not have upper primary schooling facility within 3 kilometres. 2,36,980 habitations were unserved by upper primary schooling facility within a distance of 3 km in 1986. These included 55,833 habitations with a population of 500 or more and 181,147 habitations which had an average population below 500. Since upper primary schooling facilities are not available within convenient walking distance from the homes of children, many of them after completing primary education for which facilities are available within convenient walking distance, tend to discontinue education.

1.23 There exists wide disparity in the provision of educational faciliities among different states and union territories. For instance, in 1986, while for the country as a whole, primary schooling facilities within the habitation or within a distance of 1 km was available for 94.60 per cent of the rural population, the variation in the country ranged between 76.64 per cent in respect of one state and 100 per cent in respect of two union territories. The percentage of population served by primary school/section within the habitation or within a distance of 1 km was over 90 per cent in the case of 19 states and five union territories and between 80 and 90 per cent in four states and two union territories and between 70 and 80 per cent in two states. In the case of upper primary schooling facility, while 85.39 per cent of the rural population in the country had this facility within the habitation or within a distance of 3 km, the coverage, however, ranged between 100 per cent in respect of one union territory and 42.19 per cent in respect of one state. The percentage of population served by upper primary school/section within the habitation or within a distance of 3 km was over 90 per cent in the case of six states and five union territories, between 80 and 90 per cent in 12 states, between 70 and 80 per cent in three states and one union territory, between 60 and 70 per cent in three states and one union territory and below 50 per cent in one state.

1.24 The absence of educational facilities within easy reach of children has been a factor hindering the spread of elementary education in rural areas. The main problem is of providing primary schooling facilities to children in habitations which have an average population of less than 300

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and upper primary schooling facilities within easy reach of children in habitations which have a population of less than 500. Some alternative strategies need to be evolved for providing educational facilities on a scale and in forms adequate and suitable to ensure that all children of elementary school age in these habitations have access to and are able to benefit from such facilities.

(ii) Facilitating Universal Enrolment

1.25 Though the achievements in respect of enrolment of children in the age group 6-14 in primary and upper primary schools has been impressive, the annual increase in enrolment has not been sufficient to match the population growth and to reaalise the goal of universal enrolment. The enrolment in Grades I to V increased from 19.153 million in 1950-51 to 86.683 million in 1986. The enrolment of boys increased from 13.770 million to 50.977 million over this period while enrolment of girls increased from 5.385 million to 35.641 million. The enrolment in Grades VI-VIII increased from 3.120 million (2.586 million boys and 0.534 millions girls) in 1950-51 to 27.200 million (17.558 million boys and 9.642 million girls) in 1986. The total enrolment of children in Grades I-VIII increased from 22.275 million in 1950-51 to 113.884 million in 1986. The enrolment of boys in Grades I-VIII increased from 16.536 million to 68.564 million while the enrolment of girls increased from 5.919 million to 45.319 million.

1.26 There has also been a noticeable increase in the percentage of girls to the total enrolment. The percentage of girls enrolled in Grades I-V rose from 28.10 in 1950-51 to 41.16 in 1986, while the percentage of girls enrolled in Grades VI-VIII increased from 17.12 to 35.45.

1.27 The gross enrolment ratio for the primary stage (Grades I-V) also registered considerable increase from 42.6 in 1950-51 to 93.63 in 1986. It rose from 60.8 to 106.36 in the case of boys while for girls it registered an increased from 24.9 to 79.81. During this period, the gross enrolment ratio at the upper primary stage Grades VI-VIII increased from 12.9 to 48.51. It rose from 20.8 to 60.64 in the case of boys, while for girls it increased from 4.3 to 35.65.

1.28 The enrolment of children at the primary and upper primary stages in rural areas has also increased a great deal during the past few years. The enrolment in Grades I-V in rural areas increased from 38.151 million in 1965 to 66.797 million (77.11 per cent) in 1986. At the upper primary stage (Grades VI-VIII) the enrolment in rural areas increased from 5.907 million in 1965 to 17.795 million (65.35 per cent) in 1986.

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1.29 The gross enrolment ratio as reported is only a crude indicatorr of the progress in respect of universal enrolment. The enrolment in Grades I to V includes not only children in the age group 6 to 11 but also children below 6 and above 11 years of age. The over age and under age children who normally study in Grades I to V are included in the enrolment figure which results in an inflated enrolment ratio leading to an inflated pictures of the achievements in enrolling children and corresponding optimistic but deflated under-estimate of large number of children who are not attending school. The age-specific enrolment ratio in respect of children in the age-group 6-11, 11-14 and 6-14 in 1986 were only 75.89, 51.17 and 66.55 respectively.

1.30 There exists wide variation in enrolment ratios of different states/union territories. The gross enrolment ratio in 1986 ranged between 157.19 in respect of one union territory and 69.29 in respect of one state. During 1986, at the primary stage, 12 states and four union territories achieved a gross enrolment ratio of 100 per cent and above. The gross enrolment ratio in seven states and two union territories was between 90 and 100, between 80 and 90 in two states and one union territory, between 70 and 80 in three states and less than 70 in one state. At the upper primary stage (Grades VI-VIII), the gross enrolment ratio was above 80 per cent in two states and four union territories, between 60 and 80 in five states and two union territories, between 40 and 60 in 14 states and one union territory and less than 40 in four states. The variation in enrolment ratios among districts in a state are more prominent.

1.31 There are also glaring disparity between the enrolment of boys and girls, and between rural and urban areas. While the gross enrolment ratio for boys in Grades I-V in 1986 was 106.36 that for girls was only 79.81. At the upper primary stage, while the gross enrolment ratio for boys was 60.64, it was only 35.65 for girls. It has been found that male-female disparities are low in urban areas as compared to rural areas. They are low at the primary stage as compared to upper primary stage. The extent of male-female inequalities are found to be the highest in areas which are educationally and economically most backward.

1.32 The unsatisfactory age-specific enrolment ratios in respect of children in the age group 6-11 and 11-14 and the disparity in enrolment between different regions, between the boys and girls, between the urban and rural areas and between the general and the disadvantaged population call for special efforts directed to ensure enrolment of all children in the age group 6-14 in primary/upper primary schools or in non-formal education centres. The main task in this context

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is to ensure equitable participation by all children in the age group 6-14 in elementary education, particularly the disadvantaged groups who today are not able to participate fully in educational opportunities despite the overall expansion of the educational system.

(iii) Enhancing Retention and Completion

1.33 A major factor undermining universal elementary education in India has been that a large proportion of the children who enrol in schools drop-out before completing the entire elementary cycle of education. The high drop-out rate, which is estimated to be about 50 per cent at the primary stage (Grades I-V) and about 20 per cent at the upper primary stage (Grades VI-VII), reflects the low internal efficiency of the elementary education system and represents a waste of human and financial resources invested in the system. The drop-out rate vary from state to state. The drop-out rate is found to be high in the states where literacy rate and enrolment ratios are comparatively lower than the national average.

1.34 It is clear that the most serious challenge in the context of the effort to achieve the goal of universal elementary education is reducing the drop-out rates considerably and keeping pupils in schools or in non-formal education centres until they complete the elementary cycle of education. Since several diverse factors influence drop-out and retention and the relative importance of the influences of these factors are different in different situations, no single course of action is expected to solve the problem of drop-out. The tackling of the problem of drop-out necessitates application of a combination of measures directed to tackle the causes of drop-out arising from factors inside the school as well as those related to the social, economic and home background of the pupil.

(iv) Improving Learning Achievement

1.35 Another factor which has been hinderig the progress towards universal elementary education is that a large proportion of children who complete the elementary cycle of education fail to attain the learning outcomes expected to be attained by them. Since one of the facets of quality in education is the extent to which the pupils attain the learning outcomes specified for different stages of education, and the degree to which the full potential of the pupils is realised, the phenomenon of 'under achievement' among pupils who complete the elementary cycle of education reflect the unsatisfactory educational quality at this stage. The unsatisfactory educational quality in primary and upper primary schools or in the non-formal education centres can be attributed largely to the deficiencies with regard to the

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educational inputs including the physical and academic facilities such as school buildings, availability of adequate number of instructional rooms, availability of teaching-learning materials and adequate number of teachers required for effective transaction of the curriculum as well as to the deficiencies with regard to the content and process of education in primary and upper primary schools in the country. Due to constraints of financial resources, it has not been possible to make available adequate inputs for qualitative improvement of education at the elementary stage and as a result deficiencies with regard to educational inputs and the content and process of education continue to prevail in the elementary education system in the country.

1.36 In 1986, 71495 (13.51 per cent) primary schools in the country were housed in unsatisfactory structures comprising thatched huts, tents or open space. Of the rest, 385120 (72.75 per cent) primary schools had permanent or semi-permanent buildings. Among the upper primary schools 121707 (87.76 per cent) had permanent or semi-permanent buildings and 11280 (8.13 per cent) had only temporary structures/buildings. There has also been shortage of classroom space in primary and upper primary schools. The shortages were more acute in rural areas than that in urban areas. Among the primary schools, in 1986, 200077 (37.8 per cent) had only one instructional room while 134551 (25.42 per cent) had only two instructional rooms. However, there has been improvement in the situation during the past few years. As a result of the effort made for improving the physical facilities in schools, the percentage of primary schools without buildings (i.e. primary schools housed in tents/thatched huts and open space) decreased from 18.75 in 1978 to 13.50 in 1986. During the period 1978-86, the percentage of primary schools with temporary structures/buildings decreased from 21.35 to 13.75 while the percentage of primary schools with permanent/semi-permanent structures/buildings increased rom 59.90 to 72.75. During the same period, the percentage of upper primary schools with temporary structures/buildings decreased from 10.53 to 8.13 while the percentage of upper primary schools with permanent/semi-permanent structures/buildings increased from 85.82 to 87.76.

1.37 Though the number of primary and upper primary school teachers has registered substantial increase since 1950-51, there still exist a large number of primary/upper primary schools without adequate number of teachers. The number of primary school teachers increased from 537918 in 1950-51 to 1530145 in 1986-87. During this period, the nuumber of teachers in upper primary schools increased from 85496 to 1011049. Inspite of this, in 1986, 148033 (27.47 per cent) primary schoools had only one teacher in position and 171389 (32.38 per cent) primary schools had only two teachers. In 1986, 15.18

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per cent of the primary schools had three teachers and 8.91 per cent had four teachers while 15.07 per cent of the primary schools had five or more than five teachers. However, the situation with regard to the availability of teachers in primary schools have improved during 1978-86. The percentage of one-teacher schools decreased from 34.75 in 1978 to 27.96 in 1986 and the schools with two teachers increased from 27.27 per cent to 32.38 per cent during this period. The percentage of schools with five or more than five teachers increased from 14.10 in 1978 to 15.07 in 1986.

1.38 The absence of minimum essential physical and academic facilities required for effective transaction of the curriculum in primary and upper primary schools has been a major factor hindering qualitative improvement of elementary education. Therefore, one of the main tasks in the context of qualitative improvement of elementary education is to ensure that every primary and upper primary school in the country is provided with the essential physical and academic facilities required for carrying out the teaching-learning-evaluation activities effectively.

1.39 Deficiencies in respect of the content and process of education at the elementary stage of education are seen as an important reason for early withdrawal of children from school and for the failure of the elementary education system to realise and develop the full potential of a large proportion of children who enter the primary and upper primary cycles of education. One of the major tasks in the context of the qualitative improvement and renewal of elementary education has been reorientation of the content and process of education covering curriculum renewal, teacher training, and improvements in teaching methods, instructional/learning materials, procedures and techniques of evaluation of learning outcomes as well as improvement in planning and management of educational programmes.

1.40 An important aspect of quality of elementary education is its relevance to the actual learning needs of the pupils. It is recognised that for a few year to come, a significant proportion of the young population in India is likely to discontinue education after completing the elementary cycle of education to join the world of work. Therefore, in the Indian context, besides the general objectives of bringing about development of the individual and realising his/her potential to the fullest, elementary education has two major objectives - preparation of pupils for further education at the secondary stage and preparation for entering into the world of work. Thus, the elementary education system in India has a dual function - a preparatory function and a terminal function. It is felt that the present elementary education curriculum is directed mainly towards preparation of the

pupils for further education and that very little emphasis is laid on the task of preparing pupils for entering into the world of work. Thus, one of the challenges being addressed in the context of the efforts to bring about qualitative improvement of elementary education is to increase the relevance of the content and process of education to the actual learning needs of the pupils and to direct the curriculum towards both preparation of pupils for further education and preparation for working life.

1.41 Another aspect of quality of education is the extent to which the content and process of education are relevant to both the immediate needs and environment of the pupils, and the long-term and more general needs of the society. In this context, it is felt that while directing the curriculum to the development of knowledge, skills, attitudes and values that are applicable across locations/regions and over time, there is also a need to promote decentralised adaptation of the curriculum to meet the specific needs of local communities along with attempts to infuse into the curriculum of issues which are of great concern to local communities, link education with the world of work and to use the local environment as a learning resource. It is also recognised that since the curriculum at the elementary stage of education ought to respond to the changing national priorities and long term development goals of the country there is a need to review the curriculum periodically in order to make it relevant to the needs, aspirations and demands of the society. Thus, a major challenge being addressed in the context of the efforts to enhance the relevance of elementary education to the actual learning needs of the pupils is to achieve a proper balance between the various content requirements and to adapt the curricula more effectively to both national and local characteristics and requirements as well as to the characteristics, interests and aspirations of the pupils.

1.42 For maintaining its relevance to the societal needs and actual learning needs of learners, the curriculum at the elementary stage of education in India has been subjected to periodical renewal keeping in view the experiences gained in the past and the concerns and imperatives that have been emerging in the light of changing national development goals and educational priorities. However, the implementation of the curricular changes has been uneven among the states and union territories. One of the reasons for this has been the lack of a comprehensive plan to link the curricular changes with the process of teaching and learning, teacher training and examination reform. Another reason has been the wide-ranging disparities in the physical facilities and academic inputs necessary for effective transaction of the curriculum in primary and upper primary schools. The mismatch between the curricular objectives and the actual transaction of the

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curriculum in the classroom has been one of the reasons for the widespread disparities in the levels of attainment of learning outcomes by pupils and in the standard of education among primary/upper primary schools in different parts of the country. A main concern in the context of qualitative improvement of education in the primary and upper primary schools in India is to reduce the mismatch between the curricular objectives and the actual transaction of the curriculum in the classroom and to link curricular reform with reforms in respect of instructional processes, evaluation practices, examinations and teacher training. This necessitates implementation of more effective strategies and methods of instruction to enable all children to attain the learning outcomes specified for different stages of education and recasting of the examination system so as to ensure a method of assessment that is a valid and reliable measure of student development and a powerful instrument for improving teaching and learning.

1.43 The quality of the teachers has emerged to be a factor of fundamental importance to the task of qualitative improvement of education. It is widely recognised that of all the factors that influence qualitative improvement of elementary education, the quality, competence and character of teachers are undoubtedly the most significant. Therefore, several measures have been initiated to improve the quality of teachers and to restructure and reorganise teacher education programmes to make them relevant to the changing demands of the school curriculum. Despite these efforts, deficiencies with regard to teachers and teacher education programmes continue to prevail.

1.44 There are about 1200 institutions for training of teachers required in the primary and upper primary schools in the country. Several of these institutions are found to lack the adequate physical facilities and academic inputs required for providing good professional education. Some of the states in the country have been turning out more teachers than what they require, where as a few states have not been training enough personnel to meet their requirements. In other words, there has been a mismatch between demand and supply of trained teachers in the country. A large number of teachers continue to be underqualified and untrained. The content and process of pre-service teacher education continue to suffer from their lack of relevance to actual teaching and learning situations that exist in the majority of the primary and upper primary schools in the country. Although the pre-service and in-service education constitute a continuum

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of education and training for the teachers, the facilities for in-service and continuing education of teachers continue to be inadequate to meet the requirements of providing periodical in-service education and training to teachers. Therefore, the main challenges being addressed in the context of qualitative improvement of elementary education include improving the content and process of pre-service teacher education programmes to make them relevant to the actual teaching-learning situations that exists in the primary and upper primary schools in the country, enhancing facilities for in-service and continuing education of teachers to upgrade their professional competence as well as to facilitate their professional development, providing the essential physical facilities and academic inputs required for effective professional preparation of teachers, reducing the mismatch between demand and supply of teachers and clearing the backlong of untrained teachers.

1.45 The problem of qualitative improvement of elementary education highlight the need for specific policies directed to qualitative improvement and for careful defining of the expected standards of performance of the education system the attainment of which can be periodically monitored and reviewed. This brings into focus the need to evolve appropriate procedures and techniques for assessing quality in education. There are a number of indicators which can be used to assess quality in education. These include educational inputs, educational processes and educational outputs and outcomes. Another indicator of educational quality is relevance or significance of education. The common indicators oof educational quality are educational outputs (the products of the education system) and educational outcomes (i.e. the standards of performance and attainments of the products of the education system). The measures of performance and attainments of the pupils at different stages of elementary education provide a basis for assessing quality in education.

1.46 Low and declining standards of attainment by pupils at different stages of elementary education has been a matter of great concern for the past few years. However, not many systematic studies have been undertaken to assess the learning achievement of children in the primary and upper primary schools in India. There is, therefore, a need to undertake systematic studies periodically to assess the learning achievement of children as a part of the effort to assess the quality in education from time to time. This necessitates specification of the learning outcomes to be attained by learners at different stages of elementary education and formulation of appropriate procedures and techniques for assessment of the level of attainment of these learning outcomes. Thus, an important task undertaken

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in the context of the effort to bring about qualitative improvement of education in the primary and upper primary schools and non-formal education centres in the country is to lay down minimum levels of learning for different stages of elementry education and to evolve an appropriate mechanism for assessing the learning achievement to identify weaknesses in the elementary education system and to gather feedback for designing remedial measures for raising progressively the standards and quality of performance of the education system.

1.47 It is widely recognised that improvement of teacher performance depends, to a great extent, on an adequate supervision system that enforces standards and provides technical support and encouragement to teachers. But, inspection of and supervision in primary and upper primary schools have become very weak in the recent years due to lack of adequate number of supervisory personnel. The inspection and supervisory services have not kept pace with the expansion of schooling facilities. The increase in the number of schools, teachers and pupils have not been accompanied by the required strengthening of supervisory machinary and as a result the inspection and supervision services are usually over-stretched and understaffed. Consequentially, many schools remain unsupervised and teachers do not receive any academic guidance or professional assistance from the supervisory personnel. Therefore, the task of improving the inspection and supervisory services emerge to be one of central importance to the task of bringing about improvement in the performance of teachers and facilitating qualitative improvement.

D. STRATEGIES

1.48 Universalisation of elementary education has now emergedd to be a matter of great national concern and the national effort is being directed to achieve this goal by the turn of the century. The new thrust in elementary education emphasises universal enrolment and universal retention of children up to 14 years of age and bringing about a substantial improvement in the quality of education.

1.49 The strategies for achieving the target of universal enrolment and retention include:

- widening of access to educational facilities, especially in rural areas, through (i) establishment of primary schools in habitations where it is justified according to norms (the present norms being one school for all habitations with population

of 300 and more and of 200 in respect of habitations in desert and hilly areas or habitations predominantly inhabited by scheduled castes and scheduled tribes, (ii) establishment of non-formal education centres in habitations where a primary school cannot be established due to inadequate population and (iii) upgradation of viable primary schools in a phased manner into elementary schools having grades I to VIII.

enhancing participation of all children in elementary education by (i) bringing to the primary school all children who can be enrolled, (ii) enrolling children who cannot attend formal school in non-formal education centres, (iii) formulating and implementing educational programmes suited to the needs of specific areas and target groups, particularly of those who have been hitherto unreached, (iv) establishing low cost boarding facilities attached to upper primary schools, particularly for tribal children from families who reside in small habitations where there is little possibility of establishing primary schools or non-formal education centres and (v) evolving appropriate programmes of integrated education of the disabled.

increasing the retention rate and reducing or eliminating the phenomenon of drop-out through a combination of measures such as (i) adoption of flexible school calender synchronised with agricultural and other seasonal productive activities to enable children to receive education while participating in productive activities, (ii) enhancing the coverage of incentives such as provision of mid-day meals, free textbooks and school uniforms, (iii) providing subsidised travel and hostel facilities to children living in hilly and sparesely populated areas, (iv) appointment of more female teachers in elementary schools to facilitate retention of girls, (v) enhancing the relevance of the educational programmes to the local environment and development needs, (vi) involvement of parents and community members in school management, (vii) evolving compensatory early childhood education programmes to equalise entry level behaviour of children particularly of first generation learners, and (viii) improving the learning environment and the instructional processes in all primary and upper primary schools and non-formal education centres in the country in a phased manner.

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1.50 Qualitative improvement of education is sought to be brought about through a series of coordinated measures directed towards reorientation of the content and process of education. The strategies envisaged for bringing about improvement in the quality of elementary education include the following:

- Renewal of curricula to make them more relevant to the actual learning needs of the learners.

- Introduction of the norms of minimum levels of learning at different stages of elementary education.

- Improvement of the quality of instructional/learning materials, including textbooks, prescribed for study in the primary and upper primary schools.

- Adoption of a child-centred and activity based approach to curriculum transaction to enable all children to attain the learning outcomes specified for different stages of elementary education.

- Development of an appropriate mechanism for assessing the learning achievement of learners, to identify weaknesses in the system and to gather feedback for designing remedial measures and for improving teching-learning process.

- Restructuring and reorganisation of pre-service and in-service teacher education programmes to improve teacher preparation and teacher effectiveness.

- Training of in-service teachers to improve their professional competence.

- Provision of essential physical facilities and academic inputs required for effective transaction of the curriculum.

- Utilisation of educational technology, particularly mass media such as radio and television, for enhancing general access to education as well as for qualitative improvement and training of teachers.

- Strengthening of the inspection and supervisory services for facilitating effective supervision of the primary and upper primary schools and for providing technical support to the teachers.

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- Overhauling of the system of planning and management of education to facilitate the process of decentralised planning and implementation of educational development programmes

1.51 The major areas of intervention for qualitative improvement of elementary education are discussed in Section II.

II. MAJOR AREAS OF INTERVENTION FOR QUALITATIVE IMPROVEMENT

2.001 There has been a deepening concern in India about the quality of education that the elementaary education system is able to provide. The problem of qualitative improvement of elementary education has, therefore, been addressed as a matter of priority by both the Central and State governments. Several comprehensive measures aimed at raising progressively the standards and quality of performance of he elementary education system have been initiated in the recent years. The main thrust of these measures has been on curriculum renewal and improvement of instructional processes and evaluation practices, as well as improvement of the quality of instructional materials, teacher performance and effectiveness, physical facilities and academic inputs, and planning and management of educational programmes.

A. CURRICULUM RENEWAL

2.002 A major thrust of the effort to bring about qualitative improvement in education has been on development and renewal of curriculum. There has been a reexamination of the curriculum for different stages of school education when it was felt that the existing curriculum did not meet the diversified needs of the learners and the changing national priorities and long-term development goals of the country.

2.003 The Education Commission (1964-66) had underlined national development as one of the most important concerns of education. It laid emphasis on the internal transformation of education so as to relate it to life, needs and aspirations of the people. It stressed the need to provide children with an education which would help them to particiate effectively and productively in the ongoing process of national development. Amongst other things, the Education Commission recommended a 10+2+3 pattern of education which was accepted by the Parliament through its Resolution on National Policy on Education in 1968.

2.004 The adoption of the Resolution on National Policy on Education in 1968 was followed by efforts to develop a school curriculum which by way of its objectives, content and methodologies would meet the current and emerging needs of the Indian society. "The Curriculum for the Ten Year Schod - A Framework", brought out by the National Council of Educational Research and Training (NCERT) in 1975,

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attempted to give concrete shape to the recommendations of the Education Commission and also to the Resolution on National Policy on Education. It represented the first attempt to restructure and reorient the content and process of education at the school stage based on a national curricular framework.

2.005 The framework stressed the need to develop a curriculum which was socially and personally relevant and emphasized flexibility within a framework of acceptable principles and values in order to make the curriculum in tune with the rapidly expanding frontiers of knowledge in science and technology and changing socio-economic conditions. It envisaged the study of science and mathematics as an integral part of school education up to Class X, in order to give children modern knowledge, develop their curiosity, teach them the scientific method of inquiry and prepare them for effective participation in changing society and culture, increasingly dependent on a rational outlook and requiring better-utilization of science and technology. Work experience as a source of learning at all levels of school education was also emphasized. The need to formulate a curriculum which would facilitate the awakening of social consciousness, the development of democratic values and a feeling of social justice and national integration was also highlighted.

2.006 The framework brought into focus the need to provide children with opportunities of artistic experience and expression in order to preserve and develop their talents. It recommended that the curriculum should provide adequate time for physical education and should have a core on character building and human values. Due emphasis was laid on the process of learning, particularly self-learning or learning to learn at every stage of school education. Emphasis was also laid on language learning and the mother tongue was recommended as the medium of instruction at the primary stage.

2.007 In regard to primary education the framework observed that: "... the child's spontaneity, curiosity, creativity and activity, in general, should not be restricted by a rigid and unattractive method of teaching and environment for learning" and, therefore, suggested that "the curriculum should take into consideration the social, intellectural, emotional and physical maturity of the child as well as the socio-economic needs of the community".

2.008 The ten years of general education with a set of common objectives and common scheme of studies was gradually accepted by all the states and union territories. While this was a significant gain which needed to be consolidated by bringing about other reforms leading to qualitative improvement of education, one of the concerns that came to the fore was the curriculum load. In 1983,

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NCERT constituted a Working Group to make a quick appraisal of the existing curricua at the school stage in different States and Union Territories and to assess these from the poing of view of instructional load. The report of the Working Group, "Curriculum Load at the School Level - A Quick Appraisal" published in 1984 defined the nature of the problem and identified the basic causes leading to the perception of curriculum load. The report indicated that the curriculum load was not so much a problem of curriculum development as that of perception and management, accentuated by resource constraints. Various factors like lack of essential physical facilities and academic inputs, lack of pedagogical innovations, poor quality of instructional materials, inadequate preparation and orientation of teachers, and the domination of public examination were found to be responsible for depriving the pupil of the joy of learning.

2.009 A significant development in recent years has been the articulation of a national system of education. The conccept of a national system of education implies that up to a given llevel, all students irrespective of caste, creed, location or sex have access to education of a comparable quality. The main focus is an evolving a system of education which would promote India's unique socio-cultural identify, prepare the country to meet the future challenges and develop the country's human resources eenabling them to participate effectively in national development endeavours.

(i) National Curricular Framework for Elementary and Secondary Education

2.010 As a follow up of the study on curriculum load, the NCERT in 1984 constituted a Steering Group to evolve a national curricular framework for elementary and secondary education, keeping in view the emerging concerns and imperatives and a National Curricular Framework for Primary and Secondary Education was brought out in 1986. This was later revised to incorporate the major thrusts highlighted in the National Policy on Education - 1986.

2.011 The basic features and the main thrust of the curricular framework are as follows:

- Broad-based general education to all learners at the elementary and secondary stages.
- A common scheme of studies for elementary and secondary stages.

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- Infusion into the curriculum certain common core components which are essential for nurturing national identity and promoting national unity. These would cut across subject areas and disciplines and will be designed to promote inculcation of values enshrined in the Constitution of India. The common core components include content and learning experience related to the study of history of India's freedom movement; the constitutional obligations; content essential to nurture national identify, India's common cultural heritage; egalitarianism, democracy and secularism; equality of sexes; protection of the environment, removal of social barriers; observance of the small family norms and inculcation of the scientific temper.

- Introduction of norms of minimum levels of learning for each curricular area indicated in terms of minimum learning outcomes common for all, irrespective of their modes of learning, ensuring inter state and inter regional comparability of educational standards.

- Provision for flexibility in terms of selection of content and designing of learning experiences keeping in view the local requirements and environmental contexts to allow scope for initiative and experimentation by the teacher, school and by the local educational authorities.

- Emphasis on adoption of a child-centred and activity-based approach to curriculum transaction.

- Introduction of continuous and comprehensive evaluation that incorporates both scholastic and non-scholastic aspects of education spread over the total span of the instructional time.

- Applicability of the curriculum to all learners, irrespective of their modes/channels of learning, in order to ensure comparability of attainment and to facilitate horizontal and vertical mobility of the learners.

(ii) Balance in the Curriculum between the Various Content Requirements

2.012 The national curricular framework visualises the essential role and function of education as developmental and integrative. The curriculum is expected to help the students to discover, develop and discipline one's talents and abilities resulting in personal development and also in improving one's capabilities to participate effectively in national development endeavours. The learning experiences are expected to be so designed as to enable

the child to root oneself in what is Indian and in its cultural heritage and value frame, including the values enshrined in the Constitution and in the contemporary India. Therefore, enrichment of the curricula and processes of education by cultural content in as many manifestations as possible is envisaged. To foster universal and eternal values oriented towards the unity and integration of the people of the country, value education is emphasised. To relate education with work, work experience, viewed as purposeful and meaningful manual work has been considered as an essential component of the curriculum at all stages of school education. The national curricular framework seeks to remove the artificial barriers between scholastic and non-scholastic areas of learning, by viewing education in a holistic manner. All curricular areas in the scheme of studies are considered as curricular, each area contributing to the developmental and integrative role of education. The integrative dimension of education implies development of an integrated personality of the learner as well as integration with others, with the country and with the world beyond the classroom and school-based activities.

2.013 While emphasis has been laid in the national curricular framework on the introduction of the norms of minimum levels of learning and adoption of a common scheme of studies at different stages of school education, flexibility is envisaged in the selection of content and learning experiences as well as in the selection of strategy for curriculum transaction in order to make learning more relevant to the needs and environmental contexts of the learners and to allow scope for initiative and experimentation on the part of the teachers, the school and the local educational authorities. A high degree of flexibility and local initiatives are envisaged in designing and introducing remedial and enrichment programmes and materials not only by the state educational authorities but also by the individual schools and teachers to cater to the needs of slow and fast learners studying in the same class in a school. However, the scope for flexibility in the methodology and approach to transaction of curriculum is not expected to be used for introducing differential courses or similar measures which would accentuate disparities and standards of education in different parts of the country. The curriculum based on the national curricular framework is expected to be a means for reducing or removing the existing disparities in the quality of education provided by different institutions in different parts of the country.

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2.014 As stated earlier, the national curricular framework for elementary and secondary education envisages a broad-based general education in respect of all pupils during the first ten years of school education. The curriculum at this stage is, therefore, undifferentiated and all the curricular areas are compulsory and no attempt is made to introduce diversified courses at this stage. The focus of the curriculum at the primary stage is on development of basic skills of literacy and numeracy, study of environment in terms of physical and social phenomena, participation in activities which would develop productive skills, creative expressionn and habits of healthy living. In the initial years, the content and methodology are directed to achievement of excellence in communication and computational skills with a view to developing the basic tools of learning. In the beginning the study of environment is organised by making the child observe his/her immediate physical and social surroundings and to observe, record and express his/her observations. Later on, the environmental studies gradually leads to the study of science and social sciences in an elementary and integrated way. The scheme of studies at the primary stage consists of study of one language (the mother tongue or the regional language), environmental studdies, mathematics, work-experience, art education and health and physical education. Work-experience consists of simple work activities related to local programmes of development, social services related to the welfare of the local community and learning experiences selected from areas of basic needs such as health, hygiene, etc. Physical and health education focus on physical development and good health habits. Art education deals with activities in the form of music, painting, handicrafts, dramatics, etc, aimed at development of creative expression.

2.015 The curriculum at the upper primary stage are directed to the consolidation of knowledge, skills, attitudes and values acquired at the primary stage and acquisition of wider knowledge base in the context of a broad-based general education. At this stage, the pupil is required to continue with the curricular areas introduced at the primary stage but in greater depth in terms of contents and processes. The scheme of studies at this stage consists of study of three languages (the first, second and third languages), science, mathematics, social sciences, work-experieence, art education and health and physical education.

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(iii) Primary Education Curriculum Renewal Project

2.016 Because of the geographical, economic, social and cultural variations, the needs of learners are diverse and, therefore, uniform curricula, learning materials and instructional strategies have not been always relevant to the needs and life situations of diverse groups of children, especially those belonging to the disadvantaged sections of the society. One of the major concerns in elementary education has, therefore, been to evolve new curricula or curriculum approaches that would provide a programme of education which will effectively meet the requirements of diverse groups. For this consideration, certain innovative projects on development and renewal of primary education curricula with the purpose of improving relevance of formal schooling have been undertaken in recent years. Prominent among them is the UNICEF-assisted project "Primary Education Curriculum Renewal (PECR)" implemented by the National Council of Educational Research and Training (NCERT) in collaboration with states and union territories. The main objective of the project was to develop innovative curricula and instructional materials relevant to the needs of different groups of children and to adjust the existing curriculum qualitatively to the life-style of the child and the socio-economic opportunities likely to be available. Another objective of the project was to create within the states and union territories the necessary competence among curriculum planners for developing and implementing curricula which by their content and methodology would reflect the major socio-economic, geographical and cultural environment.

2.017 The pilot stage of the project was initiated in 1975-76 in 13 states and two union territories, covering 30 experimental schools, located in three districts in each State/UT representing fairly wide variations in terms of social, cultural, geographical patterns and economic pursuits. This stage, which was completed in the year 1980, covered 450 primary schools and 45 elementary teacher training institutes (TTIs) in the country. During this phase, relevant instructional materials for classes I to V in regional languages as well as appropriate teaching-learning strategies were evolved for education of children studying in the project schools. Instructional materials included textbooks, guidance materials for teachers and workbooks.

2.018 Encouraged by the experience gained during its pilot phase, and in order to increase its impact in the 13 states and two union territories already participating in the project, the project was introduced more widely by including

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a further 100 schools in each state/union territory and at the same time extending to the remaining states/union territories except in one union territory. In all 180 teacher training institutes and 2,469 primary schools were involved in the implementation of the project.

2.019 The processes of developing and implementing the curriculum were decentralised. The curriculum was designed on the basis of the data obtained with the help of a detailed socio-economic and educational survey of each of the areas in which the project is implemented. In some states, surveys had indicated wide variations between different regions in terms of social and cultural set-ups, geographical patterns and economic pursuits. In these states, differential sets of instructional materials for children from different regions were developed. Some states used a common set of textbooks accompanied by cluster-wise teachers' guides which suggested differential teaching-learning activities to take care of the special needs of children in different areas.

2.020 While learning situations/activities were drawn from the environment of the child, curriculum was directed to attainment of certain essential competencies by the child. A list of competencies related to computation (Mathematics), communication (Language), healthy living, environmental studies, artistic and creative expression, and socially useful productive work (SUPW) were identified. They were then reduced to the most essential (minimum) ones to be learned at the mastery (learning) level and graded in a sequence (continuum). Based on this, a "Minimum Learning Continuum (MLC)" indicating the competencies expected to be attained by a learner at the end of the primary stage of education was developed. The MLC provided guidance as well as reference to curriculum framers and writers of instructional materials for use by children and teachers of the project schools.

2.021 Emphasis was laid on the adoption of new methodology of teaching and evaluation which would ensure achievement of competencies at mastery level. Participation in activities, inside as well as outside classroom, characterise the teaching-learning process. Emphasis was also laid on promotion of desirable values, attitudes and behaviour patterns among children. Deliberate and planned activities were adopted to promote healthy living. For socially useful productive work and creative expression, use of loocal resources was encouraged. The teacher was given freedom to devise and adopt suitable innovative teaching-learning strategies.

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2.022 A phased programme for development and try-out of new curricula and instructional materials in project schools and strategies for wider adoption of the concepts evolved and techniques developed into the education system was drawn up. Instructional materials developed were tried-out classwise in the project schools. Necessary modification of these on the basis of try-out data were made.

2.023 As a result of the project, small states and union territories started developing, for the first time, their own curricula and instructional materials for primary school children. Earlier they were using instructional materials developed in the neighbouring states.

2.024 Under the project appropriate infrastructure for curriculum development was created at the state/union territory level, thereby generating a self-sustaining process of curriculum development and renewal.

2.025 In order to assess the impact of the project "Primary Education Curriculum Renewal (PECR)", an evaluative study was undertaken primarily for ascertaining the extent to which the competencies (learning outcomes) were developed in the pupils of the project schools exposed to the PECR package of curricular materials in comparison with pupils in non-project schools who were not exposed to PECR package of curricular materials. The sample for the study consisted of 11345 pupils (4308 in class-I, 3934 in class-II, 2762 in class-III and 339 in class-IV) drawn from 71 project schools and 70 non-project schools situated in 22 States/UTs. A battery of achievement tests developed in respect of language, mathematics and environmental studies (for classes I & II), Environmental Studies (Social Studies) and Environmental Studies (Science) for classes III & IV were administered to the students. The study brought to focus the significant gains attained by the project schools which had gone through a curriculum renewal process.

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(iv) Instructional Process

2.026 It has been widely recognised that the most important aspect of reorientation of the content and process of education is to make education a joyful, inventive and satisfying learning activity, rather than a system of rote and cheerless, authoritarian instruction. In this context, a child-centred and activity-based approach to curriculum transaction with the teacher as a facilitator in the learning process of children is envisaged to be the key to the new strategy in the transaction of the curriculum.

2.027 Efforts are being made to evolve appropriate methods and techniques which would facilitate an interactive process of teaching and learning. The existing teaching methods which are predominantly based on rote learning and reproduction of information by the children are sought to be replaced by innovative and more effective strategies and methods of instruction which would stimulate curiosity, encourage activities involving exploration and planning and execution of projects, develop problem-solving skills and promote self-learning - all directed to promote creative thinking and make learning a joyful experience. The methods of teaching are expected to be centred around activities which would provide a child with situations in which he/she performs experiments, manipulate materials, try things out to see what happens, pose questions, record observations, compare findings with those of others, form generalisations based on the findings etc.

(v) Assessment of Performance of the Learners

2.028 An important task in the context of the efforts to bring about qualitative improvement in education is to recast the examination system so as to ensure a method of assessmennt that is a valid and reliable measure of student development and a powerful instrument for improving teaching and learning. At present, the whole system of education is constrained and dominated by a rigid system of norm-referenced evaluation procedures. The adoption of a child-centred approach to curriculum transaction necessitates provision for continuous assessment of the learning outcomes in order to find out whether or not a learner has achieved the specified learning outcomes or not and to diagnose difficulties and weaknesses, if any, in order to design appropriate remedial measures to help the learners to attain the learning outcomes.

2.029 Since the main emphasis of the elementary education curriculum is on allround development of the child, it is considered essential to evolve appropriate procedures and techniques which are comprehensive enough to assess the allround development of the child, covering both scholastic

and non-scholastic aspects of the growth of the child. At present, there is too much emphasis on written tests or examinations which are directed to assess achievements related to cognitive learning. Some of the important educational objectives, such as character development, inculcation of values, vocational skills, etc. and objectives related to the common core components in the curriculum have not been receiving adequate importance since they do not lend themselves to be satisfactorily assessed or evaluated by written or paper-pencil tests. Therefore, attempts are being made to evolve and use assessment procedures and techniques that would help in assessing all aspects of the child's development. Modes of assessment such as oral examination, observation and performance modes are proposed to be employed for assessing the learning outcomes which cannot be appropriately assessed through written tests.

2.030 The assessment of performance of learners is considered as an important means of identifying the weaknesses of the learners and gathering feedback for designing remedial measures. To promote effective assessment of learning achievement and in order to bring about a broad commonality in the standards of education in the country, emphasis has been laid on the introduction of the norms of minimum levels of learning for different stages of elementary education. Along with specification of minimum levels of learning for different stages of elementary education, measures have also been initiated to evolve an appropriate evaluation mechanism at the district or school cluster level to periodically assess the performance of learners in schools and non-formal education centres, to identify weaknesses in the system and to gather feedback for evolving corrective measures for improving performance of the learners as well as the schools and non-formal education centres.

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B. IMPROVING TEACHER EFFECTIVENESS

2.031 As part of the efforts to bring about qualitative improvement in education, several measures aimed at enhancing the professional competence of teachers have been initiated in the recent years. The main thrusts of these measures have been on clearance of a large backlong of serving teachers who were either underqualified and/or untrained, improvement of the content and process of pre-service teacher education programmes and training of in-service teachers to improve their professional competence.

(i) Institutional Provision for Training of Elementary School Teachers

2.032 There are about 1200 elementary and 600 secondary teacher training institutions in the country. The annual output of trained teachers from these institutions is adequate to meet the demand for elementary school teachers in most of the states/union territories (UTs). In fact, the output during the past few years has been more than the number that could be absorbed by the school system under the existing rate of growth. As a result there has been a considerable number of unemployed teacher-training certificate holders in some of the states/UTs. In view of this development, some states have reduced the annual intake in elementary teacher training institutions.

2.033 The pre-service teacher education programme for elementary (primary and upper primary) teachers is generally of two years' duration, except in a few states/UTs where the duration is one year. The minimum qualification required for entry in an elementary teacher training institute is matriculation or a Secondary School Leaving Certificate in respect of a large number of states/UTs, while in respect of the others only those who have completed higher secondary education are eligible for admission to the elementary teacher training institutes.

2.034 The minimum qualification for admission to a secondary teacher training college is a University Degree. The duration of the course is one year. The secondary teacher training colleges are affiliated to the universities and on successful completion of the course, the trainee is awarded a Bachelor of Education (B.Ed.) Degree. However, the four Regional Colleges of Education run by the National Council of Educational Research and Training (NCERT) offer an integrated four-year teacher education programme leading to the B.A.Ed. or B.Sc.Ed. Degree. Those who have completed higher secondary education are eligible for admission to these courses.

2.035 The National Council for Teacher Education (NCTE) is the apex body for the formulation of policies regarding elementary and secondary teacher education programmes in the country. The Union Minister of Human Resource Development is the President of the NCTE. The University Grants Commission also oversees the functioning of the secondary teacher training courses leading to the Degree of Bachelor of Education (B.Ed.) in the Colleges of Education affiliated to universities and the Master of Education (M.Ed.) Programme offered by Universities.

(ii) Availability of Qualified Teachers

2.036 A major thrust of the effort to improve the quality of education at the elementary stage has been to raise the level of general education and professional training of teachers. Due to expansion of educational facilities at all levels, a large number of more qualified persons have become teachers at primary and upper primary stages of education.

2.037 The minimum qualification prescribed for the primary school teacher is matriculation (Secondary School Leaving Certificate) with a teacher training certificate in most of the States/UTs while in respect of the others it is a higher secondary school certificate with a teacher training certificate. In 1986, among teachers at the primary stage, 9.03 per cent were graduates and 2.55 per cent were post graduates. However, there was also a sizeable proportion of teachers (14.35 per cent) who were underqualified. While the minimum qualification prescribed for a teacher working at the upper primary stage is, in some states, matriculation/senior secondary school certificate, in others, the qualification prescribed is a bachelor's degree and a degree in education. In 1986, among the teachers at the upper primary stage, 31.30 per cent were graduates and 8.25 per cent were post graduates. However, 3.81 per cent of the teachers were underqualified.

2.038 Measures have been taken to clear the backlog of untrained teachers serving in primary and upper primary schools. Prominent among the measures undertaken in this regard include correspondence-cum-contact courses for in-service teachers to undergo full-time teacher training courses offered by recognised elementary teacher training institutes. These measures along with the decision not to recruit untrained teachers in most of the states/UTs have helped in reducing the number of untrained teachers and increasing the number of trained teachers in primary and upper primary schools in the country.

2.039 The percentage of trained teachers at the primary stage of education increased from 58.8 per cent in 1950-51 to 86.45 per cent in 1986-87. In the case of teachers at the upper primary stage, it increased from 53.3 per cent in 1950-51 to 87.42 per cent in 1986-87.

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(iii) Renewal of Teacher Education Curriculum

2.040 It has been widely recognised that the quality of the teacher depends upon the quality of the teacher education programme, both preservice and inservice. While the reorientation of the content and process of education at the elementary stage and improvement in the physical facilities and academic inputs in elementary schools have been visualissed as the major strategies for qualitative improvement of education, improvements in the quality of teacher education programmes has been visualised as the key to the strategy for improving the quality of teachers and teaching-learning process in schools. The renewal of teacher education curriculum to make it in tune with the demands of the changing school curriculum has been one of the major concerns during the past few years. The issue was considered in a national perspective by the Education Commission (1964-66) and the National Council for Teacher Education (NCTE). The NCTE document titled "Teacher Education Curriculum - A Framework" brought out by the NCTE in 1978 provided certain guidelines for the reorganisation of teacher education curriculum. The framework stressed the need to evolve a task-oriented and performance-based teacher education programme. It recommended significant changes in the teacher education programme and highlighted the need for flexibility and relevance in the courses in order to relate them to the local needs and conditions.

2.041 The recommendations of the NCTE were followed by attempts to renew teacher education curricula followed in elementary teacher training institutes as well as secondary teacher training colleges. The structure of the curriculum for the elementary teacher education programme as visualised in the NCTE document (1978) highlighted three major areas of work - pedagogical theory, working with the community and content-cum-methodology and practice teaching including related practical work. The course dealing with pedagogical theory covered three areas of study, viz., teacher and education in the emerging Indian society, child psychology and special courses according to the need and facilities available.

2.042 The course dealing with 'working with the community' covered a study of and participation in the working situations in he community around the teacher training institutions. The idea was to link up learning with local conditionss and to help the teacher-trainees to see the relevance of their studies in the context of the local problems and issues. Working with the community, thus, included a study of the local environment through survey visits, discussions, observations and participation in various activities in the community with a view to developing an understanding of the behaviour patterns of children the expectations of parents and the effective utilisation of resources available in the community for qualitative improvement.

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2.043 The courses dealing with content-cum-methodology and practice teaching including related practical work covered training programmes dealing with teaching of languages, mathematics, science, social sciences, work-experience, art education and health and physical education. The 'core training package' which was designed to help teacher-trainees to acquire basic skills of teaching, formed an important component of activities under content-cum-methodology. In terms of weightages to the three major areas of work, 20 per cent of the credit hours were assigned to pedagogical theory, 20 per cent to working with the community and 60 per cent to Content-cum-Methodology.

(iv) National Curriculum for Teacher Education

2.044 A significant development in recent years has been the articulation of a national system of education based on a common educational structure, a national curricular framework and minimum levels of learning for each stage of school education. The main focus has been on evolving a system of education which would promote India's unique socio-cultural identity, prepare the country to meet the future challenges and develop the country's human resources enabling them to participate effectively in national development endeavours. This led to efforts for reorientation of the content and process of education at the school stage to make themin tune with the goals of the emerging national system of education. These developments brought to focus the need for new orientations and new learning on the part of elementary school teachers and, therefore, the need to have a fresh look at the teacher education curriculum keeping in view the emerging concerns and imperatives.

2.045 In 1988, the NCTE initiated actions for evolving a revised curricular framework for teacher education and a draft of a document entitled 'National Curriculum for Teacher Education - A Framework' was brought out in December 1988. The framework pointed out that teacher education programmes should provide for a comprehensive coverage of professional knowledge and understanding, skills, attitudes and values while providing for a strong functional orientation. It observed that the pre-service teacher education programmes should have an open ended design fostering initiative for further growth and equipping the trainee with the needed skills of self-directed learning. The framework also suggested that the teacher education programme should not be rigid and prescriptive but flexible to accommodate local and regional needs, individual differences and creative, innovative ideas and practices.

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2.046 The curriculum components for elementary teacher education programme as visualised in the revised curricular framework highlights three major components - Foundation courses, Stage-Relevant Specialisations and Field Work or Practicum. The Foundation Course emphasises mainly the philosophical and sociological perspectives, and the psychological bases of education. The Stage-Relevant Specialisations emphasise understanding of the professional functions of the teacher in a general way relevant to the stage and competencies skills of teaching relevant school subjects. The Field Work or Practicum emphasises application of theory in classroom teaching and in the other practical activities involving students, parents and the community.

2.047 The Foundation courses cover two areas of study viz., "Education in Emerging India", and "Elementary School: Students, Learning Processes and Adjustment". The courses dealing with Stage-Relevant Specialisation consists of areas of study dealing with Elementary Education and Teacher Functions, Language Teaching, Mathematics Teaching Environmental Studies Teaching and Teaching of Health and Physical Education, Art Education and Work Experience. The Field work or Practicum includes practical work and internship in teaching. In addition to these, a teacher trainee is required to opt for two additional areas of study depending upon the needs. One of these could be science teaching or Social Studies teaching or Pre-School Education. The other one may be one elective from areas such as Adult Education, Non-Formal Education, Tribal Education, Population Education, Special Education, Educational Technology etc.

2.048 The minimum qualification for admission to an elementary teacher education programme is envisaged to be higher secondary school certificate and the duration of the course is expected to be two years. At present, the different States and Union territories are in the process of revising the teacher education curriculum in order to enable the teachers to meet the demands of the revised school curriculum. The changes which are being brought about in the teacher education programmes are expected to improve the quality of the teacher education programmes which, in turn, is expected to improve the quality of instruction in the primary and upper primary schools in the country.

(v) Enhancing Professional Competence of In-service Teachers

2.049 Several organisations and agencies are engaged in the organisation of in-service training courses for elementary and secondary school teachers. At the national

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level, NCERT organises training courses for key personnel and resource personnel engaged in training of in-service teachers. At the regional level training courses for resource persons and key persons at the state/UT level are also organised by the four Regional Colleges of Education which are run by the NCERT. They organise training courses on a regional basis or for a particular state on specific demands. At the state/UT level State Council of Educational Research and Training (SCERT)/State Institute of Education (SIE) organise short-term training courses for in-service teachers.

2.050 Efforts are made to evolve an appropriate mechanism for training in-service teachers periodically. A Programme of Mass Orientation of School Teachers (PMOST) was launched in 1986 in order to improve the professional competence of in-service teachers and to better equip them to play their role effectively in the process of reorientation of the content and process of education at the school stage. The PMOST envisaged orientation of about 500,000 primary, upper primary and secondary school teachers annually. During 1986-89, about 1,763,000 were oriented under the programme. Those included 122**1700** primary school teachers and 541300 upper primary and secondary school teachers.

2.051 A three-tier training strategy was adopted for the orientation of school teachers. The orientation programmes were organised in about 10,000 camps of ten-days duration. At the national level, the National Council of Educational Research and Training (NCERT) trained the key persons from the States/UTs. These key persons were responsible for training the resource persons at the State/UT level who in turn were responsible for training of teachers. About 750 key persons and 10,000 Resource Persons were involved in the organisation of orientation programmes every year.

2.052 The PMOST was designed around an inservice teacher education package written in a modular form with 42 modules on the different aspects of education required for the teacher orientation. The major focus was on the role of the teacher in meeting the emerging concerns in education, curriculum development, examination reform, directed and non-directed methods of teaching, etc. The print package was supported and supplemented by a non-print package consisting of video programmes which were telecast to the teachers during their orientation programme.

2.053 The orientation programmes conducted under the PMOST have been evaluated both by the NCERT and by certain external agencies like the University Departments of Education. On the basis of the feed back received, the

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programme was redesigned to include more components directed to enhance the professional competencies related to the teaching of different curricular areas. The evaluation studies have indicated that the PMOST has been successful in creating an awareness among the teachers about different tasks involved in the process of reorientation of the content and process of education at the school stage and in improving the professional competence related to the teaching of different curricular areas.

(vi) Establishment of District Institutes of Education and Training

2.054 In the recent years, high priority has been accorded to the task of overhauling the existing system of teacher education as a first step towards educational reorganisation. An important change in the educational system is planned to be brought about by the radical transformation of the present system of elementary teacher education programmes. Keeping in view the central place of teacher education and the importance of training of teachers periodically a scheme for restructuring and reorganisation of teacher education was launched by the Government of India in 1987-88. The scheme envisaged, among others, establishment of a District Institute of Education and Training (DIET) in every district in the country in a phased manner, as pivotal institution for bringing about qualitative improvement in elementary education, non-formal education programmes and adult education activities. During 1987-90, funds were released for establishment of 262 DIETs.

2.055 The DIET is conceived as a pace-setting institution at the district level for bringing about improvements in pre-service and in-service education and training of elementary school teachers and non-formal and adult education instructors. It will be engaged in innovative programmes of pre-service and inservice education of teachers/instructors in order to enable them to meet the changing demands of the curriculum. The DIET will attempt to bridge the existing gap between the practices followed in the elementary teacher training institutions and those actually used in the classroom. The programme of teacher education of the DIET will emphasise continuing education of teachers in order to enable them to meet the demands of the ever changing school curriculum. As DIETs get established, sub-standard elementary teacher training institutions are expected to be phased out. Besides the pre-service teacher education programmes, the DIET will

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also conduct a variety of in-service education programme for elementary teachers. These programmes will be directed to upgrade the professional competence of teachers in order to mmake teaching and learning more effective, to keep the teachers abreast of new developments with regard to content and methodology, to impart to teachers the knowledge, skills and attitudes related to the national development goals, educational priorities and emerging concerns, to create an awareness among teachers of the different problems of their communities, and to develop the skills and attitudes needed for teachers to act as change agents in the community. In addition to the training programmes for in-service teachers, the DIET will also undertake induction courses for non-formal and adult education instructors and supervisors and undertake training and orientaation of Headmasters of elementary schools.

(vii) Improving Teacher's Morale

2.056 Teacher development is indeed an important task in the context of the efforts for qualitative improvement. Unless positive and active stand is taken regarding the issue of professional development of teachers, all schemes of educational improvement will fall flat and may result in wastage of money. One important factor of teacher development which affects the efficiency of the teacher, is his morale. Teacher morale is a broad multi-dimensional variable. An important aspect of this variable is the extent to which the teaching profession would receive social recognition and an adequate economic protection. However, there are other professional inputs which will help in raising teachers' morale.

Professional Organisation of Teachers

2.057 Teachers in India have their professional organisations both ladderwise and area wise, e.g., Primary Teachers' Association, Mathematics or Science Teachers' Association etc. And like so many of their types abroad they are both of academic and militant nature in their functioning. Their wide range of activities varying from reading of research appears to preparing programmes of strikes reflect to a large extent their live features.

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2.058 There are almost 100 teachers' organisations at the State and National Levels all over the country representing teachers at all levels - primary to the university. Research has shown that the emergence of teachers' organisations in India was, in the intial stages, motivated primarily by academic consideration, and they started gradually drifting towards trade unionism during Post World War II period. These associations have made efforts to improve salary scale, conditions regarding security of service, retirement benefits etc. for teachers. They have also made efforts to promote professional competence of teachers by holding educational conferences and bringing out educational publications. While the publications of most of the organizations consist of annual reports, proceedings of educational conferences and souvenirs, some of the organizations also published books and periodicals of educational importance.

2.059 Functioning of professional organisations of teachers in India is handicapped by several limitations. They do not have adequate organisational and secretariat machinery to execute their policies and programmes. The financial position of most of these organisations is not viable. Some of these organisations enjoy participatory status in the formulation of educational policies and programmes and influence the formulation of Policies and programmes through their considered views.

2.060 In order to build teacher morale, as pointed out in the report of the 'Joint ILO-UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers', it is important that necessary measures are taken to recognise the right of teachers' organizations to negotiate, draw up a code of ethics, to define in a detailed way the professional behaviour that teachers agree to observe by virtue of their status as educators. Such a code would contribute to increasing their prestige.

Educational Journals

2.061 One of the strong academic inputs which will encourage, enliven and inspire confidence in the teachers is to motivate them to contribute to various professional journals. To cater to elementary and secondary school teachers, different organisations in the country like, NCERT, SCERTs and Directorates of Education bring out regularly journals which publish papers by teachers which are either of theoretical nature, or report research and

innovation. However, there is a large scope to improve the nature and scope of jouranls so that teachers feel motivated to contribute. Efforts have to be made in this direction so that teachers are prompted to write in their regional languages.

Award Schemes

2.062 To promote the spirit of research, experimentation and innovative practices in schools, concrete steps are being taken at various levels so that teachers' professional growth and commitment is enhanced. There are programmes like, "Seminar Readings - Innovations in Schools" organised by the NCERT. Under this programme, National Awardfora maximum of 25 papers at elementary level and 25 papers at secondary level is made by the NCERT. Each awardee is given a cash award of Rs.1000/- along with a certificate of merit.

2.063 One of the important schemes of awards to teachers is the scheme of National Awards to Teachers instituted by the Government of India. The scheme of National Awards to Teachers was instituted in 1958-59 with the object of raising the prestige and status of teachers and giving public recognition to teachers of outstanding merit. The scheme covers teachers of primary and secondary schools, sanskrit pathsalas and arabic and persian teachers of madrasas run on traditional lines. Teachers with at least 15 years of teaching experience and Headmasters with 20 years of service as a teacher are eligible for awards. The teachers are selected for awards on the basis of their academic efficiency, professional competence, their reputation in the local community, their genuine interest in the development and growth of the personality of the children under their care and their share in social life and activities. There is a systematic process of screening through which efforts are made to select teachers of outstanding merit. There are many other schemes sponsored by different states to recognise significant contributions of teachers at various levels. To determine the efficacy of these schemes, it seems essential that some indepth studies are made. There are many possibilities of extending the scope of these award schemes.

National Foundation for Teachers' Welfare

2.064 The National Foundation for Teachers' Welfare was established in 1962 with the purpose of providing relief to teachers and their dependents in distress by offering financial support in the form of ex-gratia payments, scholarships to

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teachers' wards, financial assistance for daughters' marriage, etc. However, the amount of such financial assistance in an individual case is Rs.1,500/- in lump sum or Rs.100.00 per month for a period of one year. Though renewable on fresh application by the grantee year after year, it is limited to a period of five years only. As regards ex-gratia grant which ranges between Rs.1000/- and Rs.2500/- only those teachers are eligible for it who retired from service after attaining the age of superannuation and have in the opinion of authorities of the State Education Department, rendered exceptionally meritorious service for at least 30 years. To be eligible for financial assistance from the Foundation the total income limit of the teachers family from all sources as orginally fixed at Rs.3000 per annum was subsequently raised to Rs.8,000/-. These provisions of course, need review.

(viii) Supply and Recruitment of Teachers

2.065 The supply and recruitment of teachers depend upon (i) number of pupils, and (ii) acceptable norms for pupil-teacher ratio. These factors are also influenced by the social and demographic characteristics of the people. It may be worth mentioning that barring regional variations and standard of teacher training facilities, by and large, the teachers training capacity at the elementary and secondary level has been fairly adequate and flexible. But, the shortage of teachers in certain subjects such as physics, chemistry and mathematics has always been persistent. Further more, the teachers' unwillingness to work in rural and remote areas also contribute to surpluses and shortages at the same time. There is also shortage of teachers - especially women teachers - willing to work in rural and remote areas.

2.066 The problem of shortage of teachers in rural and remote areas can be partially resolved by providing residential accommodation and special allowances to the teachers, especially women teachers working in these remote areas.

(ix) Recruitment of Teachers

2.067 An overview of the recruitment procedure for teachers in different parts of the country provides the following scenario:

- Recruitment to senior positions at the secondry level Headmasters, Principals, Inspectors of Schools is made by the State Public Service Commission.

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- Recruitment of elementary school teachers is made by the selection committee constituted on an ad hoc basis by the Department of Education at the district and lower level.

- Candidates are generally sought from the Employment Exchange or some times by advertisement or both. Special quota is provided for scheduled caste, scheduled tribe and backward classes.

- In several states, the candidates for the primary school teachers are asked to appear for a written test. The selection is made on the basis of written test, qualifications, experience and interview. It is also worth mentioning here that no reliable tools for assessment of the teachers' personality have yet been developed.

- To select the right type of teachers, the National Commission on Teachers-I has suggested recruiting of a teacher first, after completion of the class XII or graduation, and then sending him/her to teacher's training institutions at the elementary and secondry level.

(x) Retention of Teachers

2.068 The teaching profession has not been able to attract and retain persons of competence. The major reason for the above dilemma is the lack of social status given to the teaching profession. In a recent study comprising of 700 secondary school teachers, 700 parent/guardian and 700 students, it was found that 9.9% of the teachers had joined the teaching profession willingly and others were compelled to take up this profession due to some unfavourable family economic problems. Furthermore, it was also revealed that 65.1% of the teachers and 56.5% of the parents did not want their wards to become teachers.

2.069 According to the survey conducted by NCT-I 82% of primary school teachers and 82.3% of secondary school teachers pointed out that the teacher in a modern society does not receive due respect and recognition. The teachers' organization's view is more pessimistic about raising the status of teachers in the society.

2.070 To entice and retain telented and competent young men and women in the teaching profession, it may be imperative to clear the misconception about the traditional and the present status of the teacher in the country.

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2.071 It is true that recently some monetary benefits, promotional opportunities and welfare benefits have been provided but to retain talented and competent teachers, it may be imperative to enhance the social status of the teacher. The following suggestions have been proposed by NCT-I:

- Invitation of teachers to important public functions and giving them social recognition.
- Association of teachers' and teachers' organisations with policy making decision processes such as in curriculum development, planning and administration.
- Involving teachers and teacher's organizations in planning and execution of local and community development programmes.

(xi) Appraisal of Teachers

2.072 The appraisal of teachers is more or less on similar pattern being implemented in various states with minor alterations due to demographic and social variations. In general, the appraisal of teachers is done through observations by the school principal and through observations by the Education Officer/Inspector of Schools deputed by the Department of Education.

2.073 The following points are taken into consideration for the appraisal of teachers; classroom teaching, planning of classroom work, maintenance of diary, checking of assignment, relations with the pupils, relations with the staff, relations with the community, punctuality, examination results, inservice courses attended, remedial teaching, experimentation/innovations in teaching learning process, projects undertaken, use of technology of teaching (audio visual aids etc.), participation in co-curricular activities. Appraisal is generally done on a five point scale.

C. IMPROVING QUALITY OF INSTRUCTIONAL MATERIALS

2.074 It has been widely recognised that the successful implementation of the curriculum depends, to a great extent, upon the quality of teachers and the instructional materials. Instructional materials are considered to be the most important ingredients in learning and implementation of the curriculum since they provide appropriate information and organise the presentation of concepts and principles in terms of their scope and sequence. Instructional materials that are found to enhance student achievement include print materials such as textbooks and teachers guides and non-print materials like audio and video programmes.

2.075 In India, textbooks are regarded as the most important instructional materials. In most cases, they determine the mode of curriculum transaction. Though the textbooks are primarily written for use of students, the teachers take guidance from them and make them a base for designing teaching-learning activities.

(i) Government Involvement in School-Level Textbook Development

2.076 The significance of textbooks in improving the teaching-learning process has been well recognised in the country. A major thrust of the efforts directed towards qualitative improvement of school education has been on the improvement of the quality of textbooks prescribed for study at different stages of school education. One of the outcomes of the efforts to improve the quality of school-level textbooks has been the government involvement and control in varying degrees, at various points of time, in the development, production and distribution of textbooks prescribed for study at different stages of school education.

2.077 The history of governmental involvement in the development of school-level textbooks in India could be traced back to more than one hundred years. However, except the then United Province (now Uttar Pradesh) and the Province of Bihar, the other Indian Provinces did not take much initiative in textbook development during the pre-independence period. The poor quality of school textbooks published by private publishers and widespread malpractices in their approval came for severe public criticism soon after. India achieved independence in 1947. Several Commissions and expert committees constituted by the Government of India in the post-independence period

expressed serious concern about the poor quality of school textbooks and their lack of appropriate orientation to reflect the Indian cultural identity and the values enshrined in the Constitution of India.

(ii) Nationalisation of School-Level Textbooks

2.078 The growing awareness among specialists of the poor quality of the textbooks and the realisation of the importance of providing quality textbooks and other teaching-learning materials for raising the standards of education at the school stage brought in its wake a series of initiatives to improve the quality of school level textbooks. These initiatives resulted in what is popularly known as nationalisation of school-level textbooks resulting in government involvement and control in the development, production and distribution of textbooks prescribed for different stages of school education.

2.079 The main objectives of the nationalisation of the school level textbooks have been (i) to improve the quality of the content as well as the format of the textbooks, (ii) to ensure that the textbooks reflect the national objectives like promotion of democratic spirit, communal harmony, national integration and other values enshrined in the Constitution of India, (iii) to keep the price of the textbooks within a reasonable limit, and (iv) to ensure timely, quick and efficient distribution of the textbooks required for different stages of school education.

2.080 The States and Union Territories that constitute the Indian Union progressively adopted the policy of nationalisation of school level textbooks. However, the extent of nationalisation vary from State to State. While some states have nationalised almost all the textbooks prescribed for the primary, upper primary and secondary stages of education others have nationalised only some of the textbooks prescribed for certain stages of school education.

2.081 A major initiative for improving the quality of the textbooks was the setting up of the Central Bureau of Textbooks Research (CBTR) in 1954 by the Government of India. In 1961, the Central Bureau of Textbook Research and other central institutes were brought together and the National Council of Educational Research and Training (NCERT) was set up to assist and advice the Government of India and the State Governments in implementing policies, formulating major programmes and promoting innovations directed towards qualitative improvement of school education and teacher education. The NCERT has since been

playing a significant role in the improvement of the quality of school level textbooks used in different parts of the country.

(iii) State-Level Agencies Involved in Development of Textbooks

2.082 At present, the tasks related to development, production, and distribution of nationalised textbooks are carried out at the state level either directly by the Department/Directorate of Education or by some statutory, corporate or autonomous bodies registered under the Societies of Registration Act. In some states, more than one agency is involved in the development and production of school textbooks. The following categories of agencies are generally associated with the task of development and production of school textbooks in the States:

- Directorate of Education/Directorate of Public Instruction/Directorate of School Education;
- State Institute of Education/State Council of Educational Research and Training (SCERT);
- Department of Textbooks/State Textbook Bureau/State Textbook Corporation/State Textbook Society; and
- Board of Secondary Education/Board of Higher Secondary Education/Board of Intermediate Education.

2.083 While the Department/Directorate of Education and agencies like the State Textbook Society are associated with the development and production of school textbooks for all stages of school education, the Board of Secondary Education and the Board of Higher Secondary Education are associated with the Development of textbooks for only secondary and higher secondary stages.

(iv) Procedure for the Development of Manuscripts of Textbooks adopted by State-Level Agencies

2.084 The State Governments and Union Territory Administrations exercise direct control, either through the Department of Education or through some statutory or autonomous bodies on the development and production of the nationalised textbooks used at different stages of school education. However, the procedure adopted for the development of the manuscripts of the nationalised textbooks and heir production vary from State to State.

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2.085 Three different procedures are in vogue for the development of new manuscripts of the nationalised textbooks. In most of the states, the manuscripts of the textbooks are prepared by a panel or committee of authors appointed by the Department of Education or the agency responsible for development and production of the school level textbooks in the state. The authors are provided with a framework within which they are required to develop the manuscript. The panel or the committee for the development of the manuscript of a particular textbook is generally comprised of subject experts, curriculum specialists, teachers and experienced authors. One of the members of the panel or committee acts as the Chair person of Convener. The first scrutiny of the manuscript prepared by the panel or committee of authors is done by the convener. The manuscript so prepared is normally reviewed at a workshop or working group meeting attended by the panel of authors, subject specialists, practising teachers, teacher educators, etc. On the basis of the suggestions of the participants of the workshop, the manuscript is further refined by the authors and scrutinised by the convener of the panel/committee of authors. The manuscript finalised by the panel of authors is edited by a professional editor before it is sent for publication. The panel of authors is also assisted by graphic specialists one of whom coordinates the activities related to the preparation of illustrations for the textbook.

2.086 Some states develop the manuscripts of some of the nationalised textbooks through commissioned authors. A broad framework within which the manuscript is expected to be developed is provided to the author(s) who are commissioned to prepare the manuscript on behalf of the Department of Education or the organisation responsible for development and production of textbooks in the State. The manuscript prepared by the commissioned author(s) is reviewed by two or three reviewers/experts appointed by the Department of Education. Based on the suggestions made by the reviewers the manuscript is refined by the author(s). The finalised manuscript of the textbooks is edited/vetted by a professional author(s) who is/are paid a lump sum remuneration is some cases while in some other cases the manuscript of the textbook is accepted for publication on royalty basis. The copyright of the textbook so developed rests with the Department of Education or the agency responsible for production of textbooks as long as it is in use.

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2.087 In the case of some textbooks, especially at the higher secondary stage, some states invite manuscripts of these textbooks from authors or publishers for prescription as nationalised textbooks. The manuscripts submitted for consideration by the authors/publishers are scrutinised and evaluated by a panel of reviewers comprising subject experts before it is approved for publication. If the textbooks is found to be suitable for publication, standard guidelines are communicated to the author/publisher for refinement and finalisation of the manuscript. The manuscript selected for publication is further vetted by a subject expert and edited by a professional editor before it is approved and sent for publication. The selected manuscript is taken over for publication either after paying a lump sum remuneration to the author or on royalty basis. The copyright of the selected manuscript rests with the Department of Education or with the agency responsible for production/publication of textbooks in the state.

(v) Procedure for Production of Textbooks

2.088 The procedure adopted for production/publication of nationalised textbooks also vary from state to state. In some states, all the nationalised textbooks are printed by the Government Printing Presses attached to the governmental textbook agencies, such as in Andhra Pradesh and Karnataka, which have the capacity to print all the nationalised textbooks of the concerned state. In some states, where the government printing presses do not have the capacity to print all the nationalised textbooks, some of the textbooks are printed by the government printing presses while the task of printing the remaining textbooks is entrusted to the private presses. In some states/union territories, especially those which do not have access to government printing presses, almost all the nationalised textbooks are got printed from private printing presses. In such cases, usually the printing work is assigned to private printing presses within the state/union territory itself if there are adequate number of them in the state/UT. The states/UTs which do not have adequate number of printing presses within the state/UT, get their textbooks printed at private printing presses located outside the state/UT also. Since one of the main objectives of nationalisation of textbooks is to make available quality textbooks to students at a reasonable price, the quality and cost of the printing paper used for printing textbooks has emerged to be a significant factor. The Government of India has taken several steps for the smooth supply of paper, at concessional rates, to the State Education Departments or the agencies involved in the production of nationalised textbooks.

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(vi) Procedure for Distribution of Textbooks

2.089 The procedure adopted for the distribution of nationalised textbooks vary from one state to another. In some states, the task of distribution of the nationalised textbooks are carried out directly by the Department of Education. This is so especially in the case of states which provide free textbooks to the students at the primary and upper primary stages. In some states the nationalised textbooks are distributed by the Department of Education through the authorised agents who are allowed a guaranteed commission on total sales. In such cases, wholesale dealers are appointed in each region or zone in the state who make bulk purchases and supply the books to the retail agents. In the case of some states, the Department of Education distributes the nationalised textbooks through some of the cooperative/semi-government agencies. These agencies are also entitled to normal commission on total sales.

(vii) Role of NCERT in Improvement of the Quality of Textbooks

2.090 The efforts directed towards improvement of the quality of school-level textbooks in India gained momentum with the establishment of the National Council of Educational Research and Training. Qualitative improvement of school education and teacher education has been one of the major concerns of the NCERT. An important aspect of the Council's work directed towards qualitative improvement of school education has been development of curricula and syllabi for different stages of school education as well as development and production of instructional materials, including textbooks, workbooks, teachers guides and other instructional materials for teachers. The Council has been undertaking from time to time research and development activities related to development of textbooks for different stages of school education.

2.091 The NCERT has been playing a major role in providing guidance and direction to the states in the area of development and production of school textbooks. During the period 1961-75, efforts of the NCERT was directed towards development of model textbooks and supplementary readers in the curricular areas of languages (Hindi and English), social sciences, science and mathematics for different stages of school education. From 1967 onwards, the main emphasis of the NCERT has been on the development and production of quality textbooks and other related instructional materials for the Kendriya Vidyalayas set up by the Government of India and other schools affiliated to the Central Board of Secondary Education (CBSE) throughout the country.

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2.092 Following the recommendations of the Education Commission (1964-66) and the adoption of the National Policy on Education in 1968, the NCERT initiated several measures for renewal of curriculum and development of instructional packagess, including textbooks, based on the revised curriculum and syllabi. The formulation of "The Curriculum for the Ten Year School - A Framework" by the NCERT in 1975 was followed by concerted and sustained efforts to develop appropriate instructional materials, including textbooks, workbooks, supplementary readers, and teachers' guides in the curricular areas of languages, social sciences, science and mathematics for classes/grades I to XII. The task of development of textbooks on related instructional materials was entrusted to Editorial Boards in different school subjects constituted by the NCERT. Each Editorial Board comprised reputed educationists, school teachers and a few members of the faculty of the NCERT.

2.093 During 1977-78, new textbooks for classes I, III, VI, IX and XI were introduced in all Kendriya Vidyalayas and other schools affiliated to the Central Board of Secondary Education (CBSE). The new textbooks for classes II, IV, VII, X and XII were introduced in 1978-79 and the new textbooks for classes V and VIII were introduced in 1979-80. Based on the curriculum, syllabi and the textbooks developed by the NCERT, the State Governments and Union Territories administrations, also initiated the process of renewal curriculum and development of revised instructional packages, including textbooks, in different curricular areas at different stages of school education in a phased manner.

2.094 In 1986, the NCERT initiated revision of instructional materials for Grades/Classes I to XII based on the revised National Curricular Framework for elementary and secondary education. The task related to development and production of textbooks for Grades/Classes I to XII and their introduction into the school system were carried out in a phased manner during the period 1987-90. During 1987-88, the NCERT brought out 262 publications under different categories. A total of 256 publications under different categories were brought out by the NCERT during 1988-89.

(viii) Procedure for Development, Production and Distribution of Textbooks adopted by the NCERT

2.095 The NCERT has been involving reputed experts and scholars in different fields in the task of development of school textbooks. The manuscripts are prepared following three procedures. The first procedure involves preparation of the manuscripts of the textbooks exclusively by the faculty of the NCERT. In the case of the second procedure,

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a panel of authors comprising experts and faculty members of the NCERT are appointed by the NCERT for development of manuscripts. In the case of the third procedure, reputed scholars and authors are commissioned by the NCERT to develop the manuscripts of textbooks. The manuscripts of textbooks, whether they are developed by the faculty of the NCERT or by a panel of authors or by commissioned authors, are reviewed in workshops involving subject experts, teacher educators and practising teachers. The manuscripts are modified keeping in view the suggestions received from the participants of these workshops.

2.096 Once the manuscripts are finalised by the authors, they are edited by a professional editor before they are sent for publication. The team responsible for development of the manuscript is also assisted by a graphic specialist for preparing illustrations. These are prepared either by illustrators from with the NCERT or by illustrators commissioned by the NCERT for the purpose of preparing illustrations for a particular textbook. The Publication Department of the NCERT prescribes the format and other technical features of textbooks to ensure the quality of the textbooks printing by the private presses. A large number private printing presses located in Delhi and in some state capitals are involved in the printing of the textbooks developed by the NCERT. The various aspects related to the production of each publication are looked after by a publication team consisting of editors, production officers and illustrators.

2.097 The school-level textbooks published by the NCERT are distributed and sold through the Sales Depots of the Publications Division of the Ministry of Information and Broadcasting, Government of India. These Sales Depots are located in New Delhi, Calcutta, Bombay, Madras, Trivandrum, Patna, Lucknow and Hyderabad. In the Union Territory of Delhi, the NCERT's publications are distributed and sold through 14 wholesale agents appointed by the NCERT. For smooth and quicker distribution of the school level textbooks developed and published by it, the NCERT recently appointed nine wholesale agents in some of the states. Besides the sale and distribution arrangements mentioned above, orders for the supply of the textbooks published by the NCERT are also entertained by its sales wings directly from schools and other educational institutions.

2.098 Several states/UTs have been adopting or adapting the textbooks published by the NCERT. In conformity, with the policy of the Government of India, the NCERT encourages state and other school authorities to adapt the textbooks

developed and published by it for Grades I to XII. The NCERT publishes its textbooks in three languages-Hindi, English and Urdu. In case of the states/union territories which have decided to adopt/adapt the textbooks developed by the NCERT, the agency/organisation responsible for development and production of the nationalised textbooks at the state/UT level, seek copyright permission from the NCERT to reprint the textbooks published by it or to translate these textbooks into regional languages and publish them depending upon the medium of instruction in the schools in the state/union territory. The manuscripts of the translated version of these NCERT textbooks are reviewed by language experts and content specialists nominated either individually or collectively by the concerned state or other school authorities. The textbooks so finalised are further edited/vetted by professional editors before they are sent for publication.

(ix) Utilisation of Non-Print Materials

2.099 Attempts have been made in the recent years to promote use of non-print materials like audio and video programmes for improving teaching-learning process. The details of the initiatives directed towards utilisation of educational technology for bringing about qualitative improvement in education are given in the following section.

D. UTILISATION OF MASS MEDIA FOR EDUCATION

2.100 A significant development during the last two decades has been the effort to utilise mass media for education. An Educational Technology Programme was initiated in 1972. The Programme was directed at utilising educational technology for bringing about qualitative improvement in education, widening access to education and reducing existing educational disparities between different regions of the country as well as different sections of the population. The scheme was formulated in the context of expansion of television facilities and the use of a satellite being made available for educational purposes. It was intended to stimulate the use of television as wellas other instructional media, like radio and film, to bring about qualitative improvement in education. Under the scheme, the Centre for Educational Technology (CET) was set up in 1975 at the national level in the NCERT, and Educational Technology Units in each of the four Regional Colleges of Education of the Council. Later, the CET and the erstwhile Department of Teaching Aids of the NCERT were merged to form the Central Institute of Educational Technology (CIET). Simultaneously, Educational Technology Cells were established in a phased manner in the States/UTs. The ET Cells in six states have grown into the State Institutes of Educational Technology (SIET) with expanded facilities and infrastructure for software development in radio and television. The availability of satellite and future plans for expansion of satellite technology for TV and radio network in the country have opened new avenues for a large scale use of the mass media in education.

(i) School Broadcast

2.101 The history of school broadcast in India can be traced back to the year 1932 when All India Radio (now known as Akashvani) offered programmes for schools for the first time. At present, several stations regularly produce programmes for the schhools and a large number of auxilliary stations relay these programmes to reach chldren and teachers in remote areas. There are programmes for the primary and secondary school children and the teachers. Some stations broadcast programmes to support the correspondence courses conducted by the universities.

(ii) Radio for Language Teaching

2.102 The role of radio as a potential medium for language teaching has been recognised in recent years and, therefore, considerable emphasis has been laid on the production and broadcast of language lessons over radio for the benefit of children enrolled in both formal and non-formal systems of education.

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2.103 Educational radio programmes for young children studying in primary schools have recently assumed greater importance. One of the major problems of both the pre-school as well as the primary school child is the difference between the home language and the school language. It has now been realised that radio could play a powerful role in bridging this difference. This has led to attempts to use radio for improvement of language of the primary school children studying in Grades/Classes I to III. Prominent among these is an experimental project on teaching first language (Hindi) with the help of radio undertaken by the Centre for Educational Technology (CIET), NCERT and implemented in 480 primary schools located in rural areas of the district of Ajmer and Jaipur in Rajasthan.

2.104 The experiment conducted during (1979-86) covered the total gambit of language learning on the part of fresh entrants to primary schools in rural areas. Radio broadcasts were designed for improving listening skills and for language development of young learners. No direct attempt was made for teaching speech as such. It was indirect in the sense that the broadcasts used the kind of language and pronunciation which the young children were expected to learn. The broadcasts were made as self-sufficient as feasible in order to ensure that the message of the broadcast was communicated to children even when the necessary assistance was not provided by the teachers. The radio programmes were relatively independent of the pre-and post-broadcast activities of the learners. Repetition and recapitulation were built into the programme.

2.105 Before the actual broadcasts were finalised, several experiments were conducted to make sure that the five year old child could or would listen to radio broadcasts. The field trial conducted in rural areas had indicated that some physical activity on the part of the children were required to be attempted during the broadcast duration of 15 minutes, especially in the first year, that the voices had to be ery attractive and that simple but pleasant music would help in attracting children's attention. An attempt was made to begin with children's experience to move further. During the first year, for the first six weeks, the broadcasts had no explicit educational objectives. These were mainly entertainment programmes aimed at attracting children to form the habit of listening to the radio. It was found that children liked physical activities like clapping, responding to simple instructions, like calling out certain names and repeating simple rhymes at the request of the broadcasts. After the first six weeks the educational objectives became explicit though not very demanding. The daily broadcasts of 15 minutes duration were continued in the second and the third year but in every case for one class group only.

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2.106 Regular monitoring of implementation of the programme in the schools was carried out. At the end of Classes I, II and III, assessment of achievement of pupils were undertaken in a systematic way. Achievement of pupils exposed to radio broadcasts and others who did not have the benefit of listening to the broadcasts were compared. Tests were developed to evaluate listening skills, language development and also certain information which went into the programme. There has been a consistent trend with the children exposed to radio broadcsts showing higher scores both in listening and in language development. All the results obtained were in favour of the group exposed to radio broadcasts. The experiment clearly indicated that radio could be used gainfully and effectively to teach young children in primary schools. It showed that young children in the age group 5-7 could listen to and benefit from radio programmes.

(iii) Educational Television

2.107 Television was introduced in the country with the main objective of using it for educational purpose. The first experimental television service in India was inaugurated in Delhi in 1959. During 1960-61, a series of social education programmes were telecast and curriculum based school television programmes were launched in Delhi on an experimental basis in 1961. Television was introduced in the schools with the major aim of providing experiences and facilities that the schools could not afford to provide, to fill-in gaps in the curricula, to maximise the learning opportunities and to improve the teaching-learning process in schools. Eight educational television programmes, each of 20 minutes duration, were telecast every week for students of higher secondary classes. These included three programmes per week in Physics and Chemistry and one programme each in English and Hindi. The evaluation of these ETV programmes after four years of its commencement indicated that the overall impact of the programmes was quite satisfactory. ETV was found to be effective in improving the academic performance of students, increasing their interest in science and improving the standard of teaching by teachers.

2.108 Regular TV service was launched in Delhi in 1965. However, the expansion of ETV service took place only from 1972 onwards. In 1972, ETV programmes commenced from Bombay followed by Madras and Srinagar Stations of Doordarshan.

(iv) Satellite Instructional Television Experiment (SITE)

2.109 The one-year long Satellite Instructional Television Experiment (SITE) which commenced on 1 August 1975 and concluded on 31 July 1976 marked the beginning of a series of innovative and constructive educational

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television programmes for national development and for educating the Indian masses living in remote rural areas. The SITE programmes reached a rural population of about 3.5 million spread over 2,400 far-flung villages in six states - Andhra Pradesh, Bihar, Karnataka, Madhya Pradesh, Orissa and Rajasthan. The educational programmes were designed to suit the needs of children in the age group 5 to 12. These programmes were telecast during school hours in the morning.

2.110 The SITE educational programmes were aimed at making the children sensitive to, and learn, community living skills and at improving their basic concepts and skills in the areas of numeracy, language and science. The programmes were directed at creating a positive attitude to formal education and making education interesting, creative, puurposive and stimulating. The educational programmes were so designed as to familiarise children with facts and matters normally beyond their observation and experience.

2.111 The duration of each programme was 22.5 minutes each day for each cluster of villages. Two or three subjects were usually included in this time span. Content-wise maximum time was devoted to stopics on general science (53 per cent) followed by entertainment (13 per cent), national awareness (12 per cent), health and nutrition (7.5 per cent), biographies (4 per cent), making things (3 per cent), religion (3 per cent), social and current problems (3 per cent) and other areas (1.5 per cent). Though the programmes were viewed collectively by children in the age group 5 to 12, they were so designed as to cater to two distinct age groups 5-8 and 9-12 taking into account their varying psychological needs and abilities.

2.112 During the period of SITE, data on life and communication patterns and attitudes and responses of people to developmental and educational messages was collected. Systematic evaluation conducted during and after the experiment provided valuable information on matters related to audience, effective mode of presentation of programmes in order to ensure information gain, impact of the programme and the nature of viewing conditions. The formative and summative evaluation were aimed at finding out the effective programme formats, understanding on the part of the viewers, of language of a programme as also their ability to comprehend a message presented entirely through sound effects and/or music and at establishing some norms for percentage-wise information content in a programme. In adddition to these, attempts were also made to study the changes in behaviour and cognitive development of primary school children exposed to SITE programmes, changes in attitudes and teaching strategies of teachers

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of schools covered by SITE educational programmes and impact of these programmes on children in different classes and age groups. These studies indicated that the educational programmes contributed to cognitive development especially to language development of young children. The experience gained during SITE brought to focus the need to make communication more related to and relevant to the environment of the child and the need to use local language rather than standard textbook language. It indicated that simpler techniques of presentation involving more frequent repeat presentations would be more effective. The studies suggested that for maximum effectiveness, related programmes might be telecast in continuation over a period of time instead of mingling different programmes and scattering them over several days or weeks. It also highlighted the need to develop and telecast separate programmes for specific age groups rather than telecasting one programme for children in the age group 5-12. The SITE also indicated that if at all there was an effective means of reaching out communities barely touched by developmental process and educational facilities, television was one of the best media.

(v) Multi-Media Package for Training In-Service Teachers

2.113 One of the major problems in the India educational system has been the problem of training and re-training a very large number of primary school teachers economically and efficiently. Attempts have been made to develop an alternative strategy of training in-service teachers by making judicious use of various mass media which could reach a large number of teachers simultaneously. The training courses for in-service primary school teachers conducted during 1975-76 by using the multi media package developed by the Centre for Educational Technology (CET), NCERT represented a major attempt in this direction.

2.114 The multi-media package offered short duration courses for updating knowledge of primary school teachers both in content of science and approach to teaching science. Each course was designed to cover 24,000 teachers in the 2,400 villages in the six clusters covered by the Satellite Instructional Television Experiment (SITE).

2.115 The first course by operating the package was held for 12 days with five hours work per day in October 1975. The different components of the multi-media package were television lesson of about 22½ minutes and pre-and post-telecast discussion (1 hours), radio programme of about 20 minutes and pre-and post-broadcast discussion (30 minutes), activities related to the topic of the day mostly

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involving experiments with low cost or no cost materials (2 hours), print materials for enrichment reading and self-study on 15 topics (30 minutes) and discussion guided and/or conducted by teacher monitor (1 hours). Television was used to demonstrate the new approach to teaching science, radio partly for enrichment of content and partly for motivational purposes, the activities for practical work related to content and printed material for enrichment of content. The teacher monitor was used for guiding and conducting the programme and for making up in general the deficiencies of one-way media like television, radio and print.

2.116 The package consisted of 12 films in four languages to cater to the needs of teachers in different clusters, 10 radio and two radio vision programmes in four language versions including posters and flash cards for radio vision programmes, activity guides with about 140 activities on 12 science topics, enrichment materials on 14 topics and bandbook for teacher monitors in two volumes giving detailed guidance notes for television and radio programmes and other necessary information. The package also had fail-safe materials for each of the television and radio programmes so that in case for some reason the television could not be viewed or the radio broadcast could not be listened to on a particular day, the teacher monitor could use them in lieu of the programme.

2.117 On the basis of the feedback obtained during the operation of the first course, the course was redesigned for 15 days and one television programme and three radio programmes were modified. More activities were added and enrichment materials were validated and revised accordingly. The modified package was again operated for 15 days in July 1976 covering 24,000 primary school teachers in six clusters covered by SITE.

2.118 The effectiveness of the multi-media package was assessed by studying the change in the knowledge of the subject-matter of science and the attitude to science and to experimentation in science, studying classroom behaviour of the teacher exposed to the programmes and evaluating the various inputs of the training programmes. Significant gains were observed in knowledge of the subject-matter of science. The attitude to experimentation also showed gain, and in comparison with the control group, the teachers who participated in the course were found to be using more teaching aids, performing more experiments and encouraging children to participate. However, there was no change in attitude of teachers to science.

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2.119 Using the multi-media package, it was possible to train 48,000 teachers in a year with costs comparable to those of traditional ways of training.

(vi) INSAT for Education

2.120 Encouraged by the success of SITE in providing education to people in remote rural areas, the Government of India initiated steps to develop a plan of operation for the utilisation of television and other facilities that became available with the launching of Indian Satellites under the INSAT series and with the installation of high power and low power transmitters in the country.

2.121 The INSAT for Education project began in October 1983 with the transmission of Educational Television programmes for children in the age group 5-11 years and teachers. This coverage was initially meant for clusters of villages in six states - Andhra Pradesh, Bihar, Gujarat, Maharashtra, Orissa and Uttar Pradesh. In 1986 and 1987, the transmission was increased to cover the entire six states and all the Hindi-speaking states of the country with the help of INSAT-1B, HPTs and LPTs. At present the ETV programmes are telecast in the morning for 3 hours 45 minutes on about 220 school days covering five regional languages viz., Hindi, Gujarati, Marathi, Oriya and Telugu on a time sharing basis (45 minutes each language). ETV programmes are produced and telecast for children in the age-groups 6-8 and 9-11 years from Monday to Friday. ETV programmes for the primary level teachers are telecast every saturday. The ETV programmes are relayed by all HPTs and LPTs in the six INSAT states and other Hindi-speaking states. Thus, the coverage of the morning programmes from 9.00 am to 12.45 pm is now reaching more than half the population of the country. To overcome the constraint of receiving sets, the Government of India have taken steps to deploy an additional 100,000 TV sets in elementary schools (with primary section) and two-in-one sets in all primary and upper primary schools in a phased manner.

2.122 With augmented TV capabilities as a result of launching of INSAT-1D, and the proposed second generation group of satellites (INSAT-II) in the 1990s, television is expected to be used more extensively for education of various categories of audience, so far unreached.

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E. FACILITATING UNIVERSAL ATTAINMENT

2.123 It has been widely recognised that all the efforts of providing educational facilities within easy reach of children and ensuring universal enrolment and retention means little if, at the end of the primary and upper primary stages of education, the learners fail to attain the learning outcomes expected to be attained by them at the end of these stages of education. Therefore, several measures have been initiated in the recent years to facilitate attainment by all learners of the learning outcomes specified for different stages of elementary education. Prominent among the measures that have been initiated inorder to achieve the goal of universal attainment include the measures undertaken for improving the physical facilities and other educational inputs in schools, laying down the minimum levels of learning to be attained by the learners at the end of different stages of elementary education and development of a comprehensive evaluation programme for assessment of learning achievement by pupils.

(i) Improving Physical Facilities and other Educational Inputs in Schools

2.124 An important aspect of the effort to improve the educational inputs in the primary and upper primary schools in the country has been the measures undertaken to improve the physical facilities such as the buildings and the availability of adequate number of instructional rooms and the academic inputs such as the availability of essential teaching and learning materials and adequate number of trained teachers required for effective transaction of the curriculum in order to ensure that equal opportunity is provided to all not only in access to educational facilities but also in the conditions for success. The major steps taken for improving the educational inputs in primary and upper primary schools in the country include the following:

- A scheme symbolically called Operation Blackboard, was launched in 1987-88 for improving the learning environment in primary schools all over the country. The Operation Blackboard Scheme envisages (i) provision of at least two reasonably large rooms that are usable in all weather conditions with a deep varandah (corridor) along with separate toilet facilities for boys and girls, (ii) provision of at least two teachers, as far as possible, one of them a women in every primary school and

(iii) provision of essential teaching and learning materials including blackboards, maps, charts, books for library, play materials and toys, games equipment, musical instruments and some equipment for work experience to all primary schools in the country. During the period 1987-90, about 305,000 (57.12 per cent) primary schools spread over 4096 Community Development Blocks were covered under the Operation Blackboard Scheme. The scheme envisaged recruitment of 78,492 additional teachers during 1987-90 to be posted in the existing one-teacher schools. The primary schools not covered under the Operation Blackboard Scheme during 1987-90 are expected to be covered during the Eighth Five-Year Plan period (1990-95).

- As part of the effort to deploy the resources of educational technology, including mass media such as radio and television, for bringing about qualitative improvement in elementary education an Educational Technology scheme is being implemented by the Government of India. The scheme envisages, among others, supply of 100,000 colour Television sets and 500,000 radio-cum-cassette players to elementary schools in India in a phased manner. During the period 1987-90, about 25,000 colour TV sets and 155,000 radio-cum-cassette players were distributed to the elementary schools. The remaining schools are expected to be covered under the scheme during the Eighth Five-Year Plan period.

- A scheme of Improvement of Science Education in Schools has been under implementation since 1987-88. One of the components of the scheme is provision of science kits to upper primary schools inorder to strengthen science teaching in these schools. During the period 1987-90, about 38,000 upper primary schools were covered under the scheme. The remaining upper primary schools are expected to be covered in a phased manner during the Eigth Five-Year Plan period.

(ii) Laying Down Minimum Levels of Learning for Different Stages of Elementary Education

2.125 An important task undertaken in the context of the effort to improve learning achievement of pupils in primary and upper primary schools and non-formal education centres is laying down the minimum levels of learning for different stages of elementary education and development

of contents, methods and materials that are appropriate for the attainment of the specified learning outcomes. The laying down of well-defined levels of learning for different stages of elementary education is seen as one of the important factors for improving the accountability of the elementary education system. The specification of the Minimum Levels of Learning (MLL) is also expected to provide an effective tool for formulation of programmes for qualitative improvement since it provides a measure of the output of the education system in terms of expected performance of students and also a basis for evolving programmes directed towards improving the educational inputs and instructional processes required for enabling the learners to attain the learning outcomes specified for different stages of elementary education. The need to lay down the MLL has emerged from the basic concern that irrespective of the caste, creed, location or sex, all children must be provided access to education of a comparable standard. The laying down of the minimum levels of learning is seen as one of the important factors in promoting equity and reducing the existing disparities in educational standards between different schools in different parts of the country. The endeavour with regard to the specification of the MLL has been, to set down not just the MLL at the end of the primary stage, but to specify, in as easy and comprehensible a fashion as possible, the learning outcomes for each learning unit from Class I through Class V to begin with and subsequently from Class VI to Class VIII. Learning has been visualised as a continuum in which the learning units are sequenced hierarchically so that the learning experience in one unit builds as directly as possible on the learning experience from the preceding unit. The child is expected to progress systematically through this continuum, mastering learning outcomes related to each unit before he moves on to the next. The Minimum Levels of Learning to be attained by the learners at the end of the primary stage are being specified in respect of (i) competencies of communicating, (ii) the competencies of counting, calculating and measuring, and (iii) the knowledge or competencies for understanding of the natural environment, social environment, the relationship between the individual and his environment, health and nutrition, physical development, work orientation and value orientation. The minimum levels of learning at the end of the elementary stage of education (Class VIII) are expected to be spelt out more comprehensively so as to provide the foundation necessary for enabling the learners to proceed to the secondary stage of education or for taking up certain vocational courses, should the person so desire. The minimum levels of learning identified will also be applicable to the non-formal education programmes, particularly with respect to the learning achievements in the curricular areas of language and mat· matics. The introduction of the norms of minimum levels of learning will be accompanied by renewal of

curriculum and instructional materials to make them in conformity with the levels of learning laid down for different stages of elementary education, training of teachers to improve their professional competence in designing appropriate teaching-learning-evaluation activities that are needed to help children attain the expected learning outcomes and development of a comprehensive learner evaluation system.

(iii) Development of a Comprehensive Learner Evaluation System

2.126 Along with the specification of the minimum levels of learning for different stages of elementary education, measures have also been initiated to evolve an appropriate evaluation mechanism at the district or school cluster level for periodically assessing the learning achievement of the pupils, for identifying the deficiencies in the teaching-learning processes and for gathering feedback for designing remedial measures for improving the performance of the learners as well as the schools and non-formal education centres. The main objectives of evolving a mechanism for periodically assessing the levels of achievement of learners with reference to the minimum levels of learning laid down for different stages of elementary education are to create an awareness of the importance of the learning achievement by pupils among teachers and local decision-makers and to bring about improvement in teaching-learning practices and in the development of curriculum and instructional materials. Another objective is to make an overall assessment of the status of primary education, particularly of the levels of learning achievement by pupils, at the district, state and national levels to serve as a basis for formulation of policies and programmes directed towards school improvement. The periodical assessment of educational attainments of children in schools and non-formal education centres in selected areas is expected to help in identifying the weaknesses in the elementary education system, measuring any growth or decline that takes place in student learning in certain curricular areas, identifying disparities in educational attainments by social groups and geographical regions and in assessing areas/localities where levels of learning are low so that corrective measures might be taken for improving learning achievements of pupils. The proposed evaluation mechanism is also expected to provide help and expertise in developing standardised criterion-referenced tests for

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the elementary school and the non-formal education systems. The evaluation programme will include continuous evaluation, using criterion-referenced tests, by the teacher spread over the total span of instructional time in a year and testing at the end of Classes/Grades III, V and VIII for identifying proportion of students in schools with different levels of mastery with regard to each of the learning outcomes related to different curricular areas. At the Class-III stage, the assessment of educational attainments, to begin with, will be confined to the curricular areas of language and mathematics. At the Class-V stage, the scope of assessment of educational attainments will be enlarged to cover the learning achievements in Environmental Studies, in addition to language and mathematics. The results of the overall assessment of student achievement at the district, state and national levels will be disseminated widely among curriculum developers, those responsible for training of in-service teachers, educational planners and others in key-decision making levels in the educational system in order to evolve appropriate intervention programmes and strategies for improving learning achievements of pupils. The reports prepared on the assessment of educational attainments of pupils in elementary schools and non-formal education centres are expected to generate a public concern about the general standards of elementary education in the country and initiate a nation-wide efforts for school improvement for achieving the goal of universal attainment.

2.127 The efforts to improve the physical facilities and other educational inputs required for effective transaction of the curriculum in the primary and upper primary schools in the country is expected to be intensified in the coming years. These efforts together with the introduction of the norms of minimum levels of learning and development of a comprehensive evaluation system, are expected to improve the learning environment and the teaching-learniing-evaluation processes in the primary and upper primary schools in the country which are considered to be the prerequisites to the achievement of the goal of the universal attainment.

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F. EDUCATIONAL PLANNING AND MANAGEMENT

2.128 Educational planning and management in India is essentially a joint endeavour of the Central and State/UT governments. Both the Central and State/UT governments have their own machinery for planning and management of school education.. Within each state/UT, apart from the government, local government bodies and private organisations also run schools with their own set-up for management of schools run by them.

2.129 Schools are generally categorised into four groups according to the type of their management-government schools, schools run by local government bodies like Zila Parishad, municipal corporations, Panchayti Raj institutions, etc., private - aided and private - unaided schools. Recognition to a school is granted by the state government subject to its fulfilling certain conditions in terms of required physical facilities as well as facilities for educational activities in the schools. A recognised institution may be aided or unaided by the government. All aided schools are recognised and they receive regular financial assistance from the government. A private unaided educational institution is generally established by a charitable, philanthropic or social welfare organisation or individuals who provide loan, construct buildings, provide furniture and provide the finance required for payment of salary of teachers and other personnel for some time before the institution is granted recognition and grant-in-aid by the government. In the case of government - aided schools, the management contributes a portion of the expenses incurred on maintenance and running of the school.

(i) Organisational Set-up at the Central Level

2.130 At the central level, the Department of Education in the Union Ministry of Human Resource Development is responsible for all matters connected with education, including overall planning of programmes and providing guidance for their implementation. The Secretariat of the Department of Education in the Ministry of Human Resource Development (MHRD) is headed by the Secretary who is assisted by an Additional Secretary and an Educational Adviser (Technical). The Department of Education is organised into Bureaux, Divisions, Branches, Desks, Sections and Units. Each Bureau is under the charge of Joint Secretary/Joint Educational Adviser assisted by Divisional Heads.

2.131 The Department of Education is responsible for providing guidance to State Governments and Union Territory Administrations in the formulation and implementation of educational plans and programmes, besides being directly responsible for implementation of the programmes sponsored by it. The Department is also responsible for coordination of activities in the field of education and for monitoring the progress of education all over the country in addition to bringing out statistical and other publications related to educational programmes and progress achieved in respect of them. The Department of Education has a special responsibility in the field of school education with respect to the Union Territories in the country.

2.132 The Department of Education in the MHRD is assisted and advised in the formulation and implementation of its policies and programmes in the field of school education by certain autonomous organisations and specialised institutions at the national level. The National Council of Educational Research and Training (NCERT), an autonomous organisation set up in 1961 has been assisting and advising the Union Ministry of Human Resource Development, and the State Governments in formulation and implementation of policies and innovations in the field of school education and teacher education. It maintains a close liaison with all the state governments and union terrritory administrations through its wide network of Field Advisers' Offices and four Regional Colleges of Education by fully collaborating in programmes organised by the Departments of Education in the state/UTs.

2.133 The National Institute of Educational Planning and Administration (NIEPA) assists the Union Ministry of Human Resource Development in its efforts to improve educational planning and administration in the country. It undertakes research studies related to educational planning and administration and organises training courses, seminars, workshops and conferences involving senior officials at the Central level and in the states/union territories.

2.134 The other autonomous organisations which assist the Department of Education in the MHRD in the formulation and implementation of its policies and programmes in the field of school education are the Kendriya Hindi Sansthan (KHS) which propagates Hindi in India and abroad, the Rashtriya Sanskrit Sansthan which is engaged in research and development activities in Sanskrit, the Kendriya Vidyalaya Sangathan (KVS) which runs schools for the benefit of children of transferable Central Government employees, the Navodaya Vidyalaya Samiti (NVS) which runs

schools for the benefit of talented rural children and the Central Board of Secondary Education (CBSE) which affiliates schools and conducts examinations. The MHRD is also advised and assisted by the Central Institute of Indian Languages (CIIL), and the Central Institute of English and Foreign Languages (CIEFL), on matters related to development of languages in the country

2.135 In addition to the above organisations and institutions, there are a few all India forums set up to facilitate the process of educational development in the country and to strengthen relationship between the central and state governments in the planning and implementation, and coordination of educational programmes. These include the Central Advisory Board of Education (CABE), the State Education Ministers' Conference, the Conference of Education Secretaries and the Planning Commission of the Government of India. The CABE is the highest advisory body in the field of education. It lays down general policies in respect of educational programmes. It assesses the progress achieved in respect of different sectors of education and gives guidelines for evolving educational programmes.

2.136 The Conferences of Education Ministers and Education Secretaries of states and union territories generally held once a year provide opportunities to discuss educational issues pertaining to different states and union territories, keeping in view the overal National Policy on Education. During these conferences, progress achieved in respect of educational programmes is reviewed and strategies for future actions are discussed and formulated. These conferences help in evolving a broad consensus on educational issues and implementation of specific programmes in different parts of the country.

(ii) Organisational Set-up at the State Level

2.137 For convenience of administration, every state/UT is divided into geo-political entities called (revenue) districts. In some states where the number of districts are fairly large, a few districts are grouped together to form a division. A district is further sub-divided into blocks and the whole country has about 5,000 such blocks.

2.138 At the state level, the Department of Education is responsible for formulation and implementation of all educational programmes in the state. The Department is headed by a Secretary who is assisted by Additional and/or Joint Secretaries, Deputy Secretaries, Under Secretaries and Section Officers and other supporting staff.

2.139 Each State/UT has a Directorate of Education or Directorate of Public Instruction headed by the Director of Education/Public Innstruction. In some states, there are more than one Directorate each looking after a particular stage of school education such as elementary education, secondary education, and so on.

2.140 Local self-government bodies such as Municipal Corporations in towns/cities and Panchayati Raj institutions in rural areas are also involved in school education to a considerable extent and have their own structures for management of education. This is also the case with non-government trusts and societies devoted to education.

2.141 Within a State, there are a number of levels of administration, according to its size and the number of institutions, which perform supervisory functions. In general, there is a functional relationship between the levels of administration though the system varies from state to state.

2.142 For convenience of educational administration in some states, education districts, non-conterminuous with the Districts have been created. Each education district is under the charge of an officer generally called a District Education Officer (DEO) or a District Inspector of Schools (DIS) or Deputy Director of Education (DDO). Each District Education Office is assisted by lower level cfficers at the block levels. The educational activities in a block are looked after by an officer who is designated as Block Education Officers (BEO) or Assistant Education Officer (AEO) depending upon the nomenclature followed in a state. The BEOs/DEOs are mostly concerned with elementary education.

2.143 The organisational structure and the administrative set-up in respect of school education in India varies from state to state. Some union territories have a unitary type of administrative set-up with a single Directorate of Education responsible for administration of education. Some states have a two-tier system at the state and district levels, respectively. A three-tier system with a Directorate at the state level supported by officers at the divisional and district levels exists in a few states. A four-tier system of educational administration at the state, regional, district and block levels exists in some others.

2.144 At the state/UT level, there are specialised institutions such as State Institute of Education, State Institute of Science Education, State Council of Educational Research and Training, Bureau of Textbooks, etc. These agencies conduct research, develop curriculum and instructional materials including textbooks, handbooks and supplementary readers aimed at bringing about qualitative improvement in education in the states. These agencies function in close collaboration with the National Council of Educational Research and Training.

(iii) Networking of Educational Institutions

2.145 For better educational administration and management of schools, networking of schools to form school complexes has been done in some of the states and union territories. The size of the school complex is determined by the number of pupils and institutions needed to run a comprehensive education service. Each school complex includes a secondary/higher secondary school as a lead school and all the primary and middle schools within a reasonable distance from it. The school complexes enable the big and small schools in the complex to utilise the available resources and facilities for qualitative improvement through inter-institutional cooperation. The lead school provides the necessary technical support to the upper-primary and primary schools in the complex in terms of supervision, training of teachers, etc. The functioning of schools in the complex is supervised by the District Education Officer/District Inspector of Schools.

(iv) Formulation of Plans

2.146 The Planning Commission of the Government of India is responsible for formulation of development plans including plans for education for the whole country. The educational development plans are prepared in consultation with the representatives of the State/UT governments. The Planning Commission undertakes a detailed analysis of the progress achieved during the previous years and helps chalk out future strategies for the development of education in the country. Since the Planning Commission determines the allocation of resources, it exercises substantial influence on te directions of educational development in the country. During the discussions held for preparation of annual plans, the Planning Commission brings together officials of the Department of Education in the Union Ministry of Human Resource Development and the Education Departments of states/UTs so as to enable them to critically review the progress achieved, evolve realistic plans and

programmes and chalk out future strategies for the development of education in the country. As in these planning exercises, the states compete for higher allocation of fundds, the Planning Commission makes its own assessment of the needs of different states on the basis of the secondary data available and also through national sample surveys. While allocating resources to a State, the Planning Commission also takes into account the efforts made by the State in removing its backlog in the achievement of targets set out in earlier plans and also the intended coverage of the priority groups.

(v) Improving Educational Planning and Management

2.147 An overhaul of the system of planning and management of education is considered to be an important component of the overall restructuring and reorganisation of the system of education in India. The guiding considerations in this context include evolving a long-term planning and management perspective of education and its integration with the country's developmental and manpower needs, decentralisation and the creation of a spirit of autonomy for educational institutions, establishing the principle of accountability in relation to given objectives and norms and giving pre-eminence to people's involvement, including association of non-governmental agencies and voluntary effort.

2.148 Perhaps the most important component of the effort to improve educational planning and management in India in the recent years, particularly in the context of universalisation of elementary education, has been the increasing emphasis laid on decentralisation of educational development programmes through increased micro-level planning. There is increasing recognition of the need to evolve and implement all the programmes directed towards universalisation of elementary education as mass-based programmes through decentralised planning and participation by the people. Decentralisation of educational development programmes at the village/block level along with effective linkages with the local environment and developmental activities is visualised to be a major strategy to overcome some of the obstacles in achieving the goal of universal elementary education. The accent of micro-level planning is on making education more relevant to the needs of the local community, reducing the disparities in provision and utilisation of educational facilities among different regions/areas and population groups, facilitating maximum and effective use of resources available in the locality or catchment area and promoting participation of

local people in decision making with regard to educational development programmes in a given area. The development of detailed plans for each catchment area is expected to be the basis for preparation of the Block and District-level plans which would have clear and specific targets to be achieved in respect of provision of educational facilities, enrolment, retention and qualitative improvement. Other features of the strategy of micro-level planning are involvement and empowerment of the community at the grass-root level with regard to formulation and implementation of educational development programmes and mobilisation of community support, including involvement of voluntary agencies and social activists, for creation and strengthening of formal and non-formal education infrastructure. For effective community participation in the programme of universalisation of elementary education, it is proposed to set up Village Education Committees with adequate representation for the staff of the local primary schools, instructors of non-formal education centres, representatives of the target groups such as women and scheduled castes/scheduled tribes and representatives of local government institutions, social organisations, elected bodies, professionals etc. Thus, an important task attempted in the context of the effort to improve educational planning and management is to develop an organisational structure that allows a high degree of local responsibility and community participation. Building up the institutional capacity to manage the system of elementary education is considered to be another important task. Steps are, therefore, envisaged for improving the administrative capabilities for planning, implementation, monitoring and evaluation of educational development programme. The other measures envisaged for improving educational planning and management include strengthening of the inspection and supervisory services to facilitate effective supervision of schools and teacherss and strengthening/establishment of school complexes with a view to enabling schools located in a cluster/coomplex to utilise the available resources for qualitative improvement through inter-institutional cooperation.

2.149 There has been an increasing recognition in the recent years of the need to evolve an appropriate management information system to meet the needs of educational planning and management. Efforts are, therefore, being made to introduce a well-designed Management Information Systems at the national state and district/block levels to ensure flow of authentic data which would facilitate effective monitoring and evaluation in relation to both quantitative and qualitative objectives in respect of elementary education and non-formal education programmes.

G. PROMOTING COMMUNITY SUPPORT TO AND PARTICIPATION IN EDUCATION

2.150 A very deliberate and concerted attempt has been made by India towards involving the community in educational development. Historically, the 'seat of learning' has always been regarded as an integral part of the community especially to meet the challenges of varying and heterogeneous socio-cultural milieu and also to meet the "basic minimum learning needs" of the people. The indigenous and traditional Indian education system has given high respect to the educational institutions and recognised them as the catalysts for social transformation. The autonomy of the educational institutions and their control and management by the served communities have a traditional base. The overall control of the primary education rested with the people's representatives for more than three decades under Panchayati Raj in some of the states. The need for more community participation in the educational development especially at the elementary stage was voiced by many commissions and expert committees set-up from time to timeand local communities, through appropriate bodies, have been assigned a major role in programmes of school improvement in some of the states/UTs.

2.151 Community support to the educational institutions and participation in school improvement programmes are envisaged to be key to be strategy for bringing about qualitative improvement in elementary education. Therefore, more empowerment to people has been envisaged and encouraged.

(i) Experimental Community-Based Projects

2.152 Some experimental community-based projects with a limited coverage have been undertaken to promote community participation in educational development in the country. The project "Developmental Activities in Community Education and Participation (DACEP)" aimed at meeting the educational needs of the entire community, interweaving developmental activities in the educational activities. Community participation was the key-note in the project. The experiences of the project opened the ways for community-based projects and extension of the domain of school activities. A few more projects with limited scope were experimented. However, an innovative 'Area-Intensive Education Project for Human Resource Development (AIEP)' has been initiated in about 500 villages of six blocks in as many states. The project is in line with the Government of India's comprehensive approach to educational development. It has been directed to meet the minimum educational needs of persons of all age-groups in the communities, and is linked to the socio-economic development, universalisation of elementary education being the main focal objective. This

strategy attempts to integrate early childhood care and education (ECCE), primary education, non -formal education and adult learning, concerns in the community as well as integration of socio-economic developmental inputs offered by various agencies in the area. Participatory planning and management of educational programmes at the micro and meso levels, intersectoral coordination and people's participation are the key supportive strategies. Education and development centres established in the villages coordinate and help promotion of educational activities. The Village Coordination Committees (VCC) play the key role and ensure active community participation.

(ii) Use of Community Resources

2.153 The interdependence of community and educational institutions has been the key factor in promotion of educational programmes. In all the areas, except in some educationally backward pockets, the awareness in favour of education among communities has beeen noticed which forms the basis for community support. In such cases the community is providing resources to the formal and non-formal educational programmes in various forms including human, material and financial resources. The mobilization of community resources is spontaneous in nature which is sought through community mobilization and sensitization. Some of the notable areas in which community resources are being utilised include the following:

- Provision of physical facilities, such as land for school building, furniture, teachers' residence, maintenance of buildings, water and sanitation facilities, playground, etc.

- Participation of parents in compaigns for increasing enrolment and retention of children in the school.

- Providing skilled community resource persons for teaching of local crafts, skills, etc.

- Organisation of learning activities for children outside the school as well as various functions in the school.

- Active community involvement in the process of micro planning of educational activities, and their implementation in order to help promotion of need-based and local specific educational programmes.

- Community support in the management of day-to-day affairs of the schools and non-formal education centres.

2.154 The spirit of sharing the resource mobilization between the community and the government for activities in the elementary schools and non-formal education centres has been deleberately cultivated so that the former also owns these institutions and accepts them as the part of it.

(iii) School Resources in Support of Community Needs

2.155 A directed change in the role of school to help realisation of the community needs has been encouraged. The present role of the school as a centre for imparting education alone has not been able to cater to the educational needs of the community at large and children in particular. Therefore, efforts have been made to extend the scope of the elementary school in order to make it a centre for community learning. The expanded role of the school is reflected in the following:

- The elementary school is becoming a centre for imparting education and spreading knowledge among all sections of the community to meet the educational needs of all age-groups. It is, in many cases, coordinating the teaching-learning activities of pre-school children, non-formal education, adult learning, etc. at the micro level. This function also helps in maintaining a continum in the learning process. DACEP and AIEP experiences are relevant in the field.

- In many remote areas, only the school teacher is considered a knowledgeable and educated person in the village. He/She extends his/her cooperation to the community members in dissemination of information and provides guidance to them.

- Buildings, library, playground, drinking water and other facilities available in the school have been considered community assets which are also being utilised by the community members.

- The role of school and the teacher has also been directed to make them the agents of change in the village communities.

- The school helps in making the community aware of the innovations in education in particular, and development programmes in general. The school is providing a consultancy service to the communities and also performing the clearing-house functions.

(iv) Consultation between Educators and Community

2.156 The informal mechanism for the consultation between the educators and the community was formalised in the Panchayati Raj system about three decades back. This has been further reinforced with the efforts to set-up Village Education Committees (VECs) consisting of the representatives from the communities and local bodies.

2.157 In addition, there are Parent-Teacher Associations (PTAs) especially in urban areas. The meetings of the VECs and PTAs provide fora for interaction and dialogue between the teachers and the communities. The extended role of teacher envisages more community contacts by the teachers, thereby providing opportunities for more teacher-community interaction. Education project under the Are-Intensive attempts are being made for providing platforms for more interaction between the educators and the communities in planning and management of educational programmes and to develop area-specific models for such actions including "community action" activities.

(v) Role of Non-Government Organizations and Religious Bodies in Formal and Non-Formal Education

2.158 India is giving due emphasis on decentralisation and flexibility in planning and implementation of educational programmes by encouraging and involving Non-Government Organisations (NGOs), voluntary and religious institutions in educational development. There are many examples where the community or the local organisations have been starting schools through voluntary action and with their own resources first, and then approaching the government for the recognition and support to the schools. The above effort has been given more push with thhe government's policy statement "Giving pre-eminence to people's involvement including association of non-governmental agencies and voluntary effort".

2.159 Out of about 530,000 primary schools; only 41.5% are run by the Government, 47.5% by local bodies and the rest 11% by private bodies. Similarly, out of about 139,000 upper primary schools only 43% are run by the government, 30.7 per cent by local bodies and the rest by private bodies.

2.160 In the non-formal sector of education, about 360 voluntary agencies are involved in running of non-formal education centres. Projectization of non-formal education and adult education has been adopted and non-government organizations and voluntary agencies are encouraged to take-up the projects. Very active involvement of the voluntary agencies is envisaged in the "Bihar Education Project (BEP)" launched recently.

2.161 Non-governmental organizations, voluntary agencies, charitable institutions, religious organizations have been playing important role in educational advancement of states. In addition to running schools, NFE and adult education centres, they are playing crucial role in evolving strategy for reorganisation of planning and management structure in educationallly backward states, training of teachers and local level functionaries. They also provide support in running Ashram Shalas, low cost hostels, etc. specially in tribal areas. These organizations are represented in almost all the committees and decision making bodies at the local level considering that they have rich field experiences and better community contacts.

(vi) Community Support Services to Families to Promote Effective Education

2.162 There is a growing realisation at different quarters that the expansion of facilities alone does not necessarily ensure UEE and imparting quality education. It is now advocated that a multi-pronged support to the educational development and promotion of effective education including the community support services to the family should be adopted. Promotion of health and sanitation improvement programmes was successfully coordinated with education under the project 'Nutrition, Health Education and Environmental Sanitation (NHEES)'. Emphasis has also been lain on the promotion of awareness building programmes among the communities and also in making them understand the new innovations in "education and development". Some programmes of imparting knowledge and skills for income generation in the form of work experience have been included in the school activities.

H. NON-FORMAL EDUCATION PROGRAMMES FOR OUT-OF-SCHOOL CHILDREN

2.163 The formal system of education which is seqential and is characterised by full-time education has been keeping away from the fold of education a large number of children who, due to certain socio-economic constraints, are not in a position to taake advantage of the regular primary and upper primary schools. Efforts have, therefore, been made to devise non-formal part-time education programmes for education of out-of-school children.

(i) Centrally-Sponsored Non-Formal Education Programme

2.164 A centrally sponsored non-formal education programme for education of out-of-school children was launched in 1979-80 in nine states which had the bulk of the non-enrolled children and the drop-outs. The main objectives of this programme were to establish non-formal education centres for education of out-of-school children, to design institutional structures, to develop local-specific curricula and instructional materials and to make education relevant to the life situations and needs of out-of-school children.

2.165 In order to meet the basic learning needs of the vast majority of the out-of-school children, the non-formal education programme, initiated during the last quarter of 1979-80, was expanded during the period 1980-85. The programme was further expanded in 1986. The programme initially introduced in nine states (Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal) was reorganised and expanded to cover the state of Arunachal Pradesh and was extended to cover urban slums and hilly, desert and tribal areas as well as working children in all the other states/UTs.

2.166 The non-formal education programme is now being implemented on a project basis. A project is generally coterminus with a Community Development Block comprising about 100 non-formal education centres. By 1989-90, about 260,000 non-formal education centres were established in different states/UTs in the country. About 78,000 non-formal education centres have been established exclusively for education of out-of-school girls. Voluntary agencies and Panchayati Raj institutions are involved in a significant way in the implementation of the non-formal education programmes for out-of-school children in the country.

2.167 Efforts have been made to evolve different models of non-formal education programe and the agencies implementing the programme are encouraged to evolve and adopt the most suitable model depending upon the requirements of the target groups. At present there are seven models of non-formal education programmes being implemented. The instructional programme in one of the models is centred around a condensed version of the syllabus of the formal system. Under this pattern, the entire curriculum for five years of primary stage is condensed into a two year curriculum based on graded units. The timing of non-formal education centres, building requirements, admission rules and teaching methods are made more simpler, relevant and flexible. The second model involves organisation of part-time evening schools by using the same syllabus, textbooks and the system of learner evaluation which are followed in respect of formal system of education. In the third model, the syllabus as well as the instructional materials are prepared with reference to the environment of the learners. Under this pattern, the duration of the course is condensed and special methods to facilitate learning at faster pace are introduced but the achievement level remains the same as that in the formal school system. The fourth model lays emphasis on imparting skills related to language and mathematics to children through use of integrated textbooks and other learning materials depending upon the location of the programme (rural/urban) and the background of the learners (children working in factories, drop-outs etc.). The primary education course under this pattern is for about two years. The fifth model is based on decentralised development of curricula and learning materials in order to make education relevant to the needs, environmental contexts and work situations of the learners. The instructional programmes under this model are characterised by flexibility with regard to the time and duration of learning, curriculum, methodologies of instruction and evaluation. The sixth model is designed keeping in view the needs of children employed as wage labourer in the organised and semi-organised sectors. The main emphasis of the instructional programme is on relating their learning to the work and improvement of skills related to work situations. The seventh model is designed to generate awareness among target groups about the socio-economic aspects of their life. The instructional programme is characterised by strong components of critical analysis of the social predicament of the children and the instructional materials and processes are centred around awareness building.

2.168 The essential characteristics of the non-formal education programmes are (a) organisational flexibility in regard to admission requirements, duration and timing of instruction, (b) relevance of curriculum and instructional materials to the needs and environmental contexts of learners, (c) diversity in learning activities to relate them to the learners' needs and (d) decentralisation of management. While the non-formal education programmes for out-of-school children are target-group oriented and decentralised and flexible in regard to their curricula, course duration, place and hours of learning, methodology of instruction and assessment of performance of the learners, emphasis has been laid on ensuring comparability between formal education and non-formal education in terms of attainment of certain core competencies and essential learnings, particularly those related to language and mathematics. This is expected to facilitate linkages of the non-formal education with the formal system of education so as to enable children enrolled in non-formal education centres to move into the formal system at appropriate stages, if they so desire. In order to facilitate linkages between the formal and the non-formal education streams, the norms of Minimum Levels of Learning for different stages of elementary education are being introduced. This is expected to provide multiple entrance and exist points in respect of formal education system so that learners can switch between full-time study in the formal schools and part-time study in the non-formal education centres or work as they desire.

2.169 The non-formal education programmes is considered to be vital to the achievement of the goal of universal elementarry education. Several measures directed towards improving the quality of teaching and learning in the non-formal education centres have, therefore, been initiated recently. Efforts are being made to provide adequate physical faccilities and academic inputs, including modern technological aids, to improve the learning environment in the non-formal education centres. Talented and dedicated men and women from the local community are being chosen to serve as instructors of the non-formal education centres. Special attention has been paid to the training of the project officers and instructors who are engaged in implementation of the non-formal education programmes. Emphasis is also laid on production of good qualiity learning/instructional materials for use of children enrolled in non-formal education centres. Another measure to improve the quality of the non-formal education programme is promotion of people's participation in non-formal education activities.

(ii) Comprehensive Access to Primary Education (CAPE)

2.170 It has been realised that it would be possible to reach out-of-school children only through suitably designed non-formal education programme. This implied development of target-group oriented and decentralised programmes in regard to curriculum, instructional/learning materials, pattern of instruction and evaluation. With a view to developing a variety of models of non-formal education, a few innovative projects have been initiated in recent years. The UNICEF assisted project "Comprehensive Access to Primary Education (CAPE)" being implemented by the National Council of Educational Research and Training (NCERT) in collaboration with the states and union territories represent an attempt in this direction.

2.171 The main objectives of the project are to develop a non-formal system of education and to evolve flexible, problem-centred and work-based decentralised curricula and learning materials (learning episodes) relevant to the needs and life situations of diverse groups of learners. Under the project locally relevant learning materials (learning episodes) have been developed for education of out-of-school children in the age group 9-14. These learning episodes are used in a network of experimental learning centres established/adopted in the states participating in the project.

2.172 Project CAPE was launched in 1979-80. The major focus of Project CAPE has been on learners from the disadvantaged populations, Scheduled Castes, Schedules Tribes, backward classes and girls. Among these learners are those elementary school age children who have never had the opportunity of attending any school and those who have dropped out at the early stage of elementary education. The educational programmes developed under Project CAPE are characterised by openness in time and duration of learning, openness in curriculum, openness in methodologies of instruction and openness in evaluation. They are so designed as to enable learners to progress at their own pace on a part-time basis according to their convenience.

2.173 The salient features of curricula and learning materials being developed under the project are their relevance to the needs of the learners, flexibility, local specificity and relationship to socially useful productive work s well as social service related to the welfare of the local community and its needs. In order to provide the learning experiences which are flexible and relevant to the needs of learners, the process of curriculum development

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was decentralised. The enhancement of relevance of content, through decentralised curriculum development is achieved though the derivation of learnable content from real-life problems or issues or situations which are of immediate concern to the learners. The personal, family community, vocational, social and development problems and activities, inclusive of socially useful productive work, represent important sources of content for learning materials. The learning materials are, thus, not discipline-based textbooks, consisting of a series of lessons/chapters, but in the form of self-contained and independent learning modules.

2.174 Under the project, learning materials are also being developed for use in situations where more formalised and structured learning is required especially in core areas such as literacy, numeracy, environmental awareness and science related skills. These learning materials are also being developed in modular format so as to make them suitable for intermittent learning and individual pacing.

2.175 Learning episodes are designed with the goal of imparting necessary levels of literacy, numeracy, techniracy and functionaal skills related to solutions to local specific problems and those related to the environmental needs. They are developed keeping in view specific Expected Behavioural Outcomes (EBOs) which would serve as a common reference to the evaluation of both in-school and out-of-school children so as o enable children enrolled in learning centres to obtain proper certification of their achievement as well as to take advantage of multi-point entry facilities in regular full-time schools later on, if they so desire. The study of learning episodes is expected to enable children enrolled in the learning centres to attain the essential competencies expected of children at different stages of elementary education. Under the project, a list

of critical competencies and learning continua, derived from learning episodes which themselves are drawn from significant real-life, local-specific problems and issues, have been developed. Graded tests are also evolved to help learners achieve the desired level of competencies. These act as a rational basis for accreditation of learners in terms of the essential competencies to be acquired at the mastery level by learners at different stages of elementary education.

2.176 One of the major outcomes of Project CAPE is the availability of a large number of problem-centred and work-based learning episodes for education of out-of-school children in the age group 9-14.

2.177 Another outcome of the project is the improvement of the quality and relevance of elementary teacher education programme by upgrading the competence of a large number of teacher educators and teacher trainees of elementary teacher training institutions in developing locally relevant learning materials and utilising environmental resources for developing appropriate instructional strategies for diverse groups of learns. The project has also helped in the establishment of an infrastructure for decentralised curriculum development for education of out-of-school children.

(iii) Action - Research Project on Universal Primary Education

2.178 Another innovative project for developing appropriate strategy for education of out-of-school children is an "Action-Research Project on Universal Primary Education" being implemented by the Indian Institute of Education, Pune in the State of Maharashtra. This project initiated in 1979, aims at enrolling out-of-school (illiterate) children in the age group 9-14 in part-time non-formal education programme as well as to develop techniques of planning and management of this programme in collaboration with the community. The project is also directed towards developing a curriculum suited to culture, environment and needs of learners and the community, effective but low-cost teaching-learning materials which would give scope for individual as well as group learning in an ungraded class and appropriate strategies for training of teachers for non-formal and formal primary education and training of supervisors.

2.179 The action research project visualises an integrated system of primaary education in every locality with two separate but coordinated and mutually supportive channels of formal and non-formal education. Consequently, the project lays great stress on improvement of non-formal channel and its integration with formal channel.

2.180 The curriculum developed under the project covers literacy, numeracy and general information covering historical, geographical, scientific and cultural information meaningfully related to learners' environment and future growth as skillful and knowledgeable citizens. In addition, songs, stories and games form part of total learning. Learners are also encouraged to engage in traditional activities such as drawing and handicrafts in their leisure time.

2.181 Teaching-learning materials are specially prepared and are of low cost. Some are prepared by teachers and pupils. Attention is paid to preparation and provision of whatever is strictly necessary for various steps in learning and for cooperative learning processes emphasised in the project. The educational process consists of learning by playing, singing, observing, sharing and communicating. Under the project a lot of importance is given to better preparation of teachers who are made aware of the social aspects of primary education and introduced to the general problems of education and their relationships to national development. They are given a significant participatory role in the programme and have a crucial role in the planning, implementing and evaluating the project. A good deal of the curriculum is taught orally in initial stages when major emphasis is laid on breaking the barrier of illiteracy. This oral instruction is continued but is gradually reduced as learners are able to read and comprehend new materials on their owwn. Instead of books, sets of cards are used for initiating and reinforcing literacy and nemeracy.

2.182 A salient feature of the project is its community approach to the problem of primary education. Community involvement consists of provision of free accommodation for conducting part-time classes and supply of certain equipment, wherever possible. An Education Committee of leading villagers is formed at the local level to assist in the implementation of activities at the non-formal education centre. Teachers are drawn from among members of the community and are farmers, artisans, labourers, housewives etc. The local committees which have been participating very actively in the planning and conducting

part-time non-formal education activities have become aware of their capability to think about and perhaps even to solve their educational problems. This intensive and interest-based participation in planning and monitoring of the project by the community is expected to facilitate the acceptance of the innovative features of non-formal education and lead to the transfer of techniques to the community. It is expected that in due course, a local community would accept the responsibility for education of all its members as well as for local development.

2.183 One of the major outcomes of the project is that it has provided a community-based and decentralised model for the organisation of universal primary education, including its linkages with the education of other age-groups in the community and local development. It has led to planning of a comprehensive strategy for providing universal elementary education with special emphasis on children from deprived social groups and the evolution of an integrated system of formal and non-formal education programmes.

(iv) Developmental Activities in Community Education and Participation

2.184 In the recent years there has been a growing realization that one of the most promising approaches to extending opportunity for education to out-of-school children is a non-formal education programme sustained and supported by the community.An attempt to develop such a community based non-formal education programme for the benefit of different age groups was made under the UNICEF assisted project, 'Developmental Activities in Community Education and Participation (DACEP)', implemented by the NCERT in collaboration with the States/UTs. Under this project efforts have been made to develop and test new types of educational activities as feasible means of meeting the minimum educational needs of pre-school and out-of-school children, young girls and women, in selected communities and to increase the participation of the community in formal and non-formal education programmes.

2.185 The approach followed was based on the premise that children's education to be relevant and meaningful has to proceed concurrently with gradual changes of their socio-economic environment. Efforts were made to develop suitable educational programmes to cater to the needs of pre-school children, out-of-school children in the age group 9-14 and young girls and women in the age group 15-35. Attempts were also made to impart useful and relevant skills to members of the community outside the formal system of education and to make use, for educational purposes, of the resources of agencies existing within the commuunity.

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2.186 The project was launched in 1975-76 in 13 states and two union territories (UTs). In its first phase (1976-1980), two community education centres were established in each of the participating states/UTs. During this period instructional materials for out-of-school children and for the general education of girls and women were developed and published. In 1981, in order to increase the impact of the experimental project it was introduced more widely in these states/UTs to provide an additional two or three community education centres. In the same year, the project was also extended to nine more states and five union territories.

2.187 To develop need-based educational activities for the various age groups in the selected communities, a survey of socio-economic conditions of each of the communities in the project areas was conducted. The development of instructional materials was decentralized and was carried out with the participation of the local community and teachers. The cooperation of various development departments such as agriculture, community development, industries, health and family welfare and voluntary organizations was sought in this process.

(v) Shiksha Karmi Project

2.188 A non-formal education programme for the benefit of out-of-school children in remote and backward areas in selected blocks in the state of Rajasthan is being implemented since 1987 under the "Shiksha Karmi Project". The project assisted by the Swedish International Development Agency (SIDA) aims at universalisation of primary education and is expected to be implemented in about 2000 villages in the state of Rajasthan in a phased manner.

2.189 The project envisages substitution of the primary school teacher in single-teacher schools by a team of two locally resident educated workers called Shiksha Karmis. The Shiksha Karmis are not necessarily required to have formal educational qualifications required for teachers but their suitability is judged on the basis of their enthusiasm, commitment, interest and aptitude. However, they are provided training and academic support on a sustained basis to enable them to function effectively as teachers. They conduct both day and evening primary classes. The existing primary school, when run by Shiksha Karmis is called a 'Day Centre'. The Night Centre is run for children who cannot attend the Day Centres.

(vi) Mahila Samakhya

2.190 In order to promote education for women's equality, a programme called "Mahila Samakhya" was launched by the Government of India in September 1988. The programme envisages establishment of Women's Activity Centres in 2000 villages of 10 districts in three states-Gujarat, Karnataka and Uttar Pradesh in a phased manner. The programme is funded by the Government of the Netherlands.

2.191 The programme envisages training of some women in each village to work as Activators or Inspirers to catalyse discussions on problems faced by women-problems related to health, water, fuel, fodder and education, and, above all problems related to their own personality and self-image in society. Such discussions are expected to facilitate critical reflection in analysing women's life situation and encourage group action to bring about change. A small hut with a spacious varandah is provided to the Mahila Sangha for its activities. The hut is built on land offered by the villagers themselves near a cluster of houses. The aspirations of the women voiced in the Mahila Sanghas are integrated with the various programmes of education like the Early Childhood Care and Education (ECCE), Non-Formal Education programmes and Adult Education programmes. The village school teachers and non-formal and adult education instructors are given opportunities to participate in intensive training programmes so that they would be in a position to understand the notion of their own accountability to the community in general and to the Mahila Sanghas in particular. The programme also envisages organisation of short-term and long-term vocational courses for women as well as girls in higher secondary schools. The programme seeks to draw upon the credibility and expertise of voluntary agencies working for women in the districts covered under the 'Mahila Samakhya'. The evaluation of the programme conducted recently has given a positive feedback about the effectiveness of the programme.

III. RESOURCES AND INTERNATIONAL COOPERATION

3.01 The insufficient financial resources allocated to elementary sector of education has been one of the factors hindering the attainment of the goal of universal elementary education in India. Though the outlays for elementary education have increased substantially in successive Five-Year Plans, they have not been sufficient enough to meet the requirements for universalisation of elementary education.

(A) Plan Outlay on Elementary Education

3.02 The total outlay for education increased from Rs 1690 million in the First Five-Year Plan (1951-56) to 57330 million in the Seventh Five-Year Plan (1985-90). The total outlay for elementary education increased from Rs 930 million in the First Five-Year Plan (1951-56) to Rs 19630 million in the Seventh Five-Year Plan (1985-90).

3.03 Although, the outlay for elementary education has increased substantially, its share in the total outlay for education varied from Plan to Plan. While in the case of the First Five-Year Plan it represented 55 per cent of the total outlay for education, in the Sixth Five-Year Plan the share of elementary education was only 34 per cent of the total outlay for education. (Table 3.1)

Table 3.1

Share of Elementary Education in the overall investments on education

(Rupees in millions)

Plan		Outlay		
		Total	Elementary	Percentage of outlay for elementary education to total outlay on education
1st Plan	(1951-56)	1690	930	55
2nd Plan	(1956-61)	2770	930	34
3rd Plan	(1961-66)	5600	2090	37
4th Plan	(1969-74)	8220	2560	31
5th Plan	(1974-78)	12850	4100	32
6th Plan	(1980-85)	25240	9050	36
7th Plan	(1985-90)	57330	19630	34

Source: A Hankbook of Educational and Allied Statistics, 1987, Ministry of Human Resource Development, Government of India.

3.04 There has been a disturbing trend in the proportion of expenditure on different items. The proportion of expenditure on teachers' salaries has increased at the cost of other items. The teachers salaries constitute about 95 per cent of the total expenditure on primary education. This shows that the bulk of the expenditure on elementary education is accounted for by teachers' costs, with hardly any resources being devoted to programmes for qualitative improvement.

3.05 It is recognised that there is direct correlation between investment of resources and educational performance as reflected in the case of the State of Kerala on the one hand and the State of Rajasthan or Bihar on the other. The optimum investment in education in India is considered to be six per ccent of the GNP. However, the investment on education in India at present is only in the vicinity of about four per cent. Efforts to increase the investment in education are being made by the Central and State Governments, local bodies, non-governmental organisations and by all people concerned with the educational development in the country so that the country will be in a position to achieve the goal of universalisation of elementary education within the shortest possible time.

3.06 Theres is now an increasing recognition of the need to redeploy resources within the education sector so as to allocate more financial resources to the elementary education sector. The Approach Paper of the Eighth Five-Year Plan highlights "the need to give greater priority to mass literacy and elmentary and secondary education as against the tendency too divert resources to ever higher levels of education". The Approach Paper also emphasises the need to bring about a more balanced distribution of educational resources and points out that "the stress will shift to the lower tiers of the educational pyramid from the starting of new colleges and universities".

(B) International Cooperation

3.07 The international agencies like UNICEF, UNDP, UNESCO, UNFPA, Swedish International Development Authority (SIDA), the British Council and a few other agencies have been assisting India in implementation of certain innovative projects and programmes related to early childhood care and education, elementary education, non-formal education, community education and adult education. Some of the major projects/programmes which have been or are being implemented in the context of the programme of universalisation of elementary education includieng the following:

(i) UNICEF-assisted Projects in the Education Sector:

3.08 Over the past two decades, UNICEF cooperation in the field of education has focussed on experimental and pilot projects directed to bringing about qualitative improvements in early childhood, primary and non-formal education activities. Some of the major UNICEF-assisted projects in the education sector implemented during the past two decades include the following.

- Science Education Programme (SEP): This project was started in 1967 for the reorganisation and expansion of the teaching of science in primary and upper primary schools. By 1975, almost all the States and Union Territories in the country had implemented the programme in their schools under pilot, wider introduction and universalisation phases. The programme involved science curriculum renewal, development of instructional materials, upgrading of elementary teacher training institutes in order to improve pre-service teacher education programmes, training of inservice teachers and use of environment and local resources for teaching of science at the primary and upper primary stages of education.

- Primary Education Curriculum Renewal (PECR): The project (PECR) was launched in 1976. The main objectives of the project were to develop innovative curricula and instructional materials relevant to the needs of different groups of children and to adjust existing curriculum qualitatively to the environmental contexts of the target groups. The project involved the laying down of minimum levels of learning for primary education cycle and systematic development of relevant curriculum for Grades I to V and its transaction modalities in classrooms.

- Nutrition, Health Education and Environmental sanitation (NHEES): The project NHEES was initiated in 1976 in selected states. The project involved development of curriculum and instructional materials on nutrition, health education and environmental sanitation for primary school children, for teachers and for out-of-school girls and women; training of teachers, and organisation of community contact programmes for imparting messages related to nutrition, health education and environmental sanitation to the members of the community.

- Children's Media Laboratory (CML): The project was initiated in 1976. The major focus of the Project has been on development of print, audio and audio-visual materials for early childhood education as well as for the training of pre-school teachers and teacher educators.

- Early Childhood Education (ECE) Project: The ECE project, initiated in 1980, involved development of basic learning and play materials for education of children in the age group 3 to 8, setting-up or strengthening of early childhood education units in selected states, training of preschool teachers and teacher educators and orientation of supervisors and educational administrators involved in implementation of early childhood education programmes.

- Developmental Activities in Community Education and Participation (DACEP): The Project was launched in 1976. The project DACEP involved development of educational programmes to meet the educational needs of the community. This was a micro level project in selected states involving programming approach aimed at meeting the varied educational needs of the community.

- Comprehensive Access to Primary Education (CAPE): The project CAPE was initiated in 1979. The major activities under the project involved development, production and try-out of learning modules and modalities for their transaction under the non-formal education system.

- Area Intensive Project for Human Resource Development (AIEP): This project was initiated in 1987 and is being implemented in a few Community Development Blocks in selected states. The project envisages a comprehensive educational approach to cater to the socio-economic and developmental needs of the total population in an area. It aims at promoting the integration of pre-school, primary, non-formal and adult learning activities in the community and attaining the goal of universalisation of primary education in target areas. Based eventially on a micro planning and programming approach, the project envisages institutionalisation of community participation in formulation and implementation of educational programmes relevant to the needs of the community.

- Project Integrated Education for the Disabled (PIED): This project, which was initiated in 1985, is being implemented in a few community development blocks in selected states. The Project aims at integrating the disabled children in main stream primary education.

- Support to Adult Literacy Programmes: Selected elements of the National Literacy Mission (NML) were supported to strengthen the programme. Activities supported include material development, enrichment of training inputs, mobilisation efforts and intensive inputs in selected geographical areas to strengthen the National Literacy Mission (NML).

- Bihar Education Project (BEP): This project, initiated during 1990, aims at evolving appropriate strategies to promote universalisation of elementary education in three districts in the state of Bihar.

3.09 The UNICEF-assisted projects in the education sector implemented during the past two decades have yielded many useful results and the concepts evolved and the techniques developed under these projects have been infused into the wider educational system.

(ii) UNDP-Supported Programmes

3.10 Several projects/programmes supported by UNDP have been implemented by different agencies in the country during the past few years. An important programmes implemented with UNDP assistance has been the Educational Technology Programme, initiated in 1972. The Educational Technology Programme is directed towards deploying the resources of educational technology, including mass media like radio and television, for bringing about qualitative improvement in school education and teacher education, widening access to education and reducing disparities in educational opportunities between different regions of the country as well as different sections of the population. The UNDP support has helped in developing certain infrastructural facilities required to promote utilisation of educational technology and in developing the technical capability for production of educational radio and television programmes.

(iii) UNESCO-Sponsored Projects/Programmes

3.11 During the past few years several research and development activities sponsored by the UNESCO have been undertaken by different agencies in the country. India is one of the founder member countries of the Asia and the Pacific Programme of Educational Innovation for Development (APEID) that was initiated by UNESCO in 1974. Under the

auspices of APEID, Indian scholars have carried out several inter-country and intra-country projects in education. These projects/programmes have helped in building capabilities for undertaking educational innovations linked with the problems of educational development in the country in general and evolving certain strategies which could facilitate universalisation of elementary education in the country.

(iv) UNFPA-assisted National Population Education Project

3.12 The National Population Project, supported by the United Nations Population Fund (UNFPA) was launched in 1980 for the introduction of population education in the school education system in order to develop rational outlook and attitudes towards population phenomena among the children and youth. The project involves curriculum and materials development, integration of population education contents into the existing school curriculum and textbooks, integration of population education components into the existing process of examination and training of teachers, teacher educators and other educational functionaries. At present, the Project is implemented in 24 states and six union territories.

(v) Indo-FRG Project on Improved Science Education in Primary and Middle Schools in Madhya Pradesh and Uttar Pradesh

3.13 This project, supported by the Government of the Federal Republic of Germany, was started in 1986. The project aims at providing the inputs for the production and distribution of teaching materials for improving science education in primary and middle schools in the states of Madhya Pradesh and Uttar Pradesh. The project involves improving didactic and technical quality of existing science teaching materials, establishment of a production units in the States of Madhya Pradesh and Uttar Pradesh for development of science equipment and upgradation of production technology at the Workshop Department of the National Council of Educational Research and Training (NCERT).

(vi) Andhra Pradesh Primary Education Project (APPEP)

3.14 The APPEP project, supported by the British Government, was intiated in 1983, for improving the quality of primary education in the state of Andhra Pradesh. The project involved construction of classrooms of improved designs and quality for primary schools and a human resource development programme for enhancing the quality of the work of teachers and supervisors of primary schools. The Phase I (1983-89) of the project covered 328 primary schools spread over 11 districts in the state of Andhra Pradesh. A series of inservice training programmes for primary school teachers,

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educational supervisors, teacher educators and educational administrators were conduucted at the state, cluster and block levels in order to introduce into the primary school system a child-centred and activity oriented teaching-learning processes. 34 Teachers' Centres were set up to provide a forum for continuing education of teachers. Both, the primary schools and the Teachers Centres, were provided with additional equipment and consumable items to facilitate development of teaching materials like the teachers' handbook and other instructional materials. During Phase II (1989-90 to 1993-94), all the primary schools of the state are proposed to be brought under the fold of the project. The activities during the Phase II of the project will be directed towards bringing about a substantial qualitative improvement in teacher competencies and teaching-learning processes as well as in the lerning environment in the primary schools in order to facilitate universal enrolment, universal retention and universal attainment. The major activities during this phase will include designing and construction of school building that would provide a better school environment, institutionalisation of a child-centred and activity-based approach to instruction in all primary schools, training of teachers and teacher educators, establishment of network of Teachers' Centres throughout the state which would provide training and professional support to teachers, and improvement of instructional materials designed to promote child-centred and activity based approach to transaction of the curriculum in primary schools.

(vii) SIDA-assisted Shiksha Karmi Project

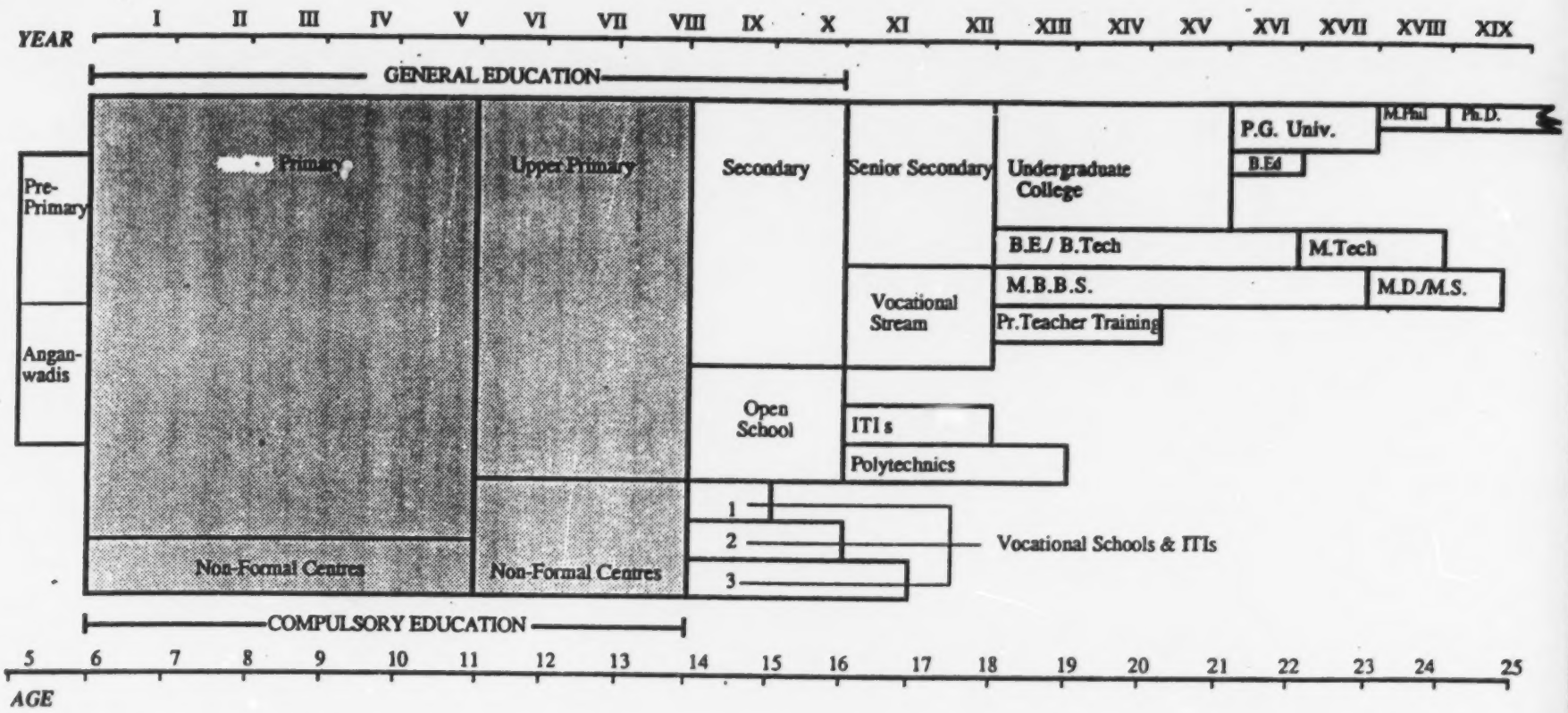
3.15 This project, assisted by the Swedish International Development Authority (SIDA), was initiated in 1987 in selected Community Development Blocks in the state of Rajasthan. The project aims at universalisation of primary education in remote and backward villages in the state of Rajasthan. The project is expected to cover about 2000 villages in a phased manner. The project envisages substitution of the primary school teacher in single teacher schools by a team of two local resident educated workers called Shiksha Karmis and running of day centres and night centres for education of children in the compulsory school-age group.

(viii) Indo-Dutch Mahila Samakhya Project

3.16 This project, financed by Government of the Neatherlands, was launched in 1988. The Project seeks establishment of Women's Activity Centres in 2000 villages in 10 districts in three states - Gujarat, Karnataka and Uttar Pradesh - to be covered in a phased manner. The project envisages training of some women in each village to work as

activators or inspirers to catalyse discussion on proglems faced by women such as problems related to health, water, fuel, fodder and education as well as problems related to their own personality and self image in society. Such discussions are expected to facilitate critical reflection in analysing women's life situations and encourage group action to bring about change. The aspirations of the women voiced during these discussions are expected to be integrated with the various programmes for education like the early childhood care and education, non-formal education, adult education programmes etc. The project also envisages organisation of short-term and long-term vocational courses for girls and women.

3.17 The projects/programmes implemented with the assistance of international agencies have proved useful in evolving appropriate strategies for bringing about qualitative improvement in elementary education. Some of the strategies evolved through these projects are now being widely adopted to promote universalisation of elementary education.



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EDUCATIONAL STRUCTURE IN INDIA

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Table 1

Growth of Primary & Upper Primary Schools in India During 1950-51 to 1986-87

Year	Primary School	Upper Primary School
1950-51	209,671	13,596
1955-56	278,135	21,730
1960-61	330,399	49,663
1965-66	361,064	75,798
1970-71	408,378	90,621
1975-76	454,270	106,571
1980-81	485,538	116,447
1981-82	495,007	119,560
1986-87	529,392	138,687

Source : (i) A Handbook of Educational & Allied Statistics, Ministry of Education & Culture, Government of India, 1983 (for 1950-51 to 1980-81).

(ii) Selected Educational Statistics 1981-82 Ministry of Education & Culture, Government of India, 1983 (for 1981-82).

(iii) Fifth All-India Educational Survey- Selected Statistics, National Council of Educational Research and Training (NCERT), 1989 (for 1986-87)

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Table 2

Schools by Management (As on 30 September 1986)*

Management	Primary Schools	Percentage to total Number of Primary schools	Upper Primary schools	Percentage to total Number of Upper Primary schools
Government	219837	41.53	59650	43.01
Local Body	251699	47.54	42568	30.69
Private Aided	44701	8.44	24827	17.90
Private Unaided	13155	2.49	11642	8.40
Total	529392	100.00	138687	100.00

* Provisional

Source : Fifth All India Educational Survey-Selected Statistics, National Council of Educational Research and Training (NCERT), 1989.

Table 3

Enrolment in Classes I-V (1950-51 to 1986-87)

Year	Enrolment (in millions)			Percentage of children enroled in Classes I-V to total population in the age group 6-11		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	13.770	5.385	19.155	60.8	24.9	42.6
1955-56	17.528	7.639	25.167	72.0	32.8	52.8
1960-61	23.593	11.401	34.994	82.6	41.4	62.4
1965-66	31.160	17.675	48.835	96.3	56.5	76.7
1970-71	35.739	21.306	57.045	92.6	59.1	76.4
1975-76	40.649	25.011	65.660	95.7	62.0	79.3
1980-81	44.576	28.112	72.688	99.0	66.2	83.1
1986-87*	51.006	35.677	86.683	106.4	79.9	93.6

* Provisional

Source :

(i) A Handbook of Educational & Allied Statistics, Ministry of Education and Culture, Government of India, 1983 (for 1950-51, 1960-61, 1970-71 and 1975-76).

(ii) Second All India Educational Survey, National Council of Educational Research and Trainig, (NCERT), New Delhi, 1967 (for 1965-66).

(iii) Education in the Fifth Five Year Plan (1974-79), Ministry of Education and Culture, Government of India, 1972 (for 1955-56).

(iv) Selected Educational Statistics (1980-81) Ministry of Education and Culture, Government of India, 1983 (for 1980-81).

(v) Fifth All-India Educational Survey-Selected Statistics, National Council of Educational Research and Training (NCERT), 1989 (for 1986-87).

Table 4

Enrolment in Classes VI-VIII (1950-51 to 1986-87)

Year	Enrolment (in million)			Percentage of children enrolled in classes VI-VIII to total pupulation in the age group 11-14.		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	2.586	0.534	3.120	20.8	4.3	12.9
1955-56	3.426	0.867	4.293	25.4	6.9	16.5
1960-61	5.074	1.630	6.704	32.2	11.3	22.5
1965-66	7.523	2.721	10.244	44.2	17.0	30.9
1970-71	9.426	3.889	13.315	46.5	20.8	34.2
1975-76	10.990	5.034	16.024	47.0	23.3	35.6
1980-81	13.278	6.568	19.846	52.1	27.2	40.0
1986-87*	17.558	9.642	27.200	60.6	35.6	48.5

* Provisional

Source : (i) A Handbook of Educational & Allied Statistics Ministry of Education and Culture, Government of India, 1983 (for 1950-51, 1960-61, 1970-71 and 1975-76).

(ii) Second All India Educational Survey, National Council of Educational Research and Training (NCERT), New Delhi, 1967 (for 1965-66).

(iii) Education in the Fifth Five Year Plan (1974-79) Ministry of Education and Social Welfare, Government of India, 1972 (for 1955-56).

(iv) Selected Educational Statistics (1980-81) Ministry of Education and Culture, Government of India, (for 1980-81.

(v) Fifth All-India Educational Survey-Selected Statistics, National Council of Educational Research and Training (NCERT), 1989 (for 1986-87).

Table-5

FLOW OF STUDENTS IN CLASSES/GRADES I-VIII
DURING THE PERIOD 1960-61 TO 1981-82.

Year	NUMBER OF STUDENTS IN CLASSES/GRADES							
	Class-I		Clsss-II		Class-V		Clsss VIII	
	Total	Girls	Total	Girls	Total	Girls	Total	Girls
1960-61	13391347 (100.0)	4680909 (100.0)	-	-	-	-	-	-
1961-62	15746164 (100.0)	5705962 (100.0)	8121148 (60.6)	2736855 (58.5)	-	-	-	-
1962-63	16404417 (100.0)	6023285 (100.0)	9074988 (57.6)	3116593 (54.6)	-	-	-	-
1963-64	16905528 (100.0)	6283003 (100.0)	9824113 (59.9)	3448413 (57.3)	-	-	-	-
1964-65	18240602 (100.0)	6948612 (100.0)	10373531 (61.4)	3752420 (59.7)	4964247 (37.1)	1524406 (32.6)	-	-
1965-66	18883970 (100.0)	7309790 (100.0)	10766539 (59.0)	3954487 (56.9)	5381366 (34.2)	1683795 (29.5)	-	-
1966-67	19533259 (100.0)	7511283 (100.0)	11164489 (59.1)	4193807 (57.4)	5710325 (34.8)	1827741 (30.3)	-	-
1967-68	19750974 (100.0)	7637372 (100.0)	11525904 (59.0)	4323488 (57.6)	5920639 (35.0)	1946193 (31.0)	3244645 (24.2)	863354 (18.4)

Contd Table-5

1	2	3	4	5	6	7	8	9
1968-69	19835890 (100.0)	7695708 (100.0)	11687872 (59.2)	4430437 (58.0)	6042209 (33.1)	2011469 (28.9)	3459461 (22.0)	936647 (16.4)
1969-70	19942055 (100.0)	7778779 (100.0)	12004466 (60.5)	4562462 (59.3)	6249417 (33.1)	2100326 (28.7)	3616774 (22.0)	989776 (16.4)
1970-71	20438788 (100.0)	7924508 (100.0)	12392653 (62.1)	4725426 (60.7)	6455109 (33.0)	2184437 (29.1)	3743951 (22.1)	1042492 (16.6)
1971-72	21118992 (100.0)	8213094 (100.0)	12757559 (62.4)	4830953 (61.0)	6623731 (33.5)	2265014 (29.7)	3835751 (21.0)	1090540 (15.7)
1972-73	22183109 (100.0)	8710611 (100.0)	14036917 (66.5)	5366167 (65.3)	6949504 (35.0)	2406786 (31.3)	3955524 (20.9)	1151880 (15.8)
1973-74	21550516 (100.0)	8504478 (100.0)	14576201 (65.7)	5597736 (64.3)	7179048 (36.0)	2554553 (32.8)	4040378 (20.7)	1176798 (15.7)
1974-75	21975542 (100.0)	8669345 (100.)	14636168 (67.9)	5606111 (65.9)	7515743 (36.8)	2636002 (33.3)	4214680 (21.3)	1245816 (16.3)
1975-76	21987533 (100.0)	8712804 (100.0)	14583523 (64.4)	5623811 (64.9)	7848656 (37.2)	2777442 (33.8)	4436764 (22.4)	1320559 (17.2)
1976-77	22724536 (100.0)	9185204 (100.0)	15636757 (71.1)	5955544 (68.4)	8187777 (36.9)	2891726 (33.2)	4554847 (22.8)	1385322 (17.8)

Contd. Table 5

1	2	3	4	5	6	7	8	9
1977-78	21127331 (100.0)	8428795 (100.0)	15740220 (69.3)	5934623 (64.6)	8374954 (38.9)	2952175 (34.7)	4721813 (23.1)	1453672 (18.3)
1978-79	21639468 (100.0)	8721757 (100.0)	15835232 (75.0)	6044705 (71.7)	8478011 (38.6)	3011600 (34.7)	5012525 (23.7)	1583564 (19.3)
1979-80	21593833 (100.0)	8688807 (100.0)	16745185 (77.4)	6344133 (75.3)	8893290 (40.4)	3179541 (36.5)	5358703 (24.2)	1666368 (19.1)
1980-81	23052579 (100.0)	9075675 (100.0)	15494346 (71.8)	6135216 (70.6)	9685713 (42.6)	3519509 (38.3)	5842759 (27.1)	1824774 (21.5)
1981-82	22165341 (100.0)	9006206 (100.0)	17533893 (76.1)	6737474 (74.2)	10160185 (48.1)	3680911 (43.7)	6208509 (28.3)	1954233 (22.5)

Table 6

Number of Teachers in Primary Schools in India
(1950-51 to 1986-87)

Year	Number of teachers in primary schools			Percentage of women teachers
	Men	Women	Total	
1950-51	455637	82281	537918	15.30
1955-56	574182	117067	691249	16.94
1960-61	614727	126788	741515	17.10
1965.66	764062	180315	944377	19.09
1970-71	835340	224610	1059950	21.19
1975-76	964311	283242	1247553	22.70
1980-81	1001977	343399	1345376	25.52
1986-87*	1090077	440068	1530145	28.76

* Provisional

Source : (i) A Handbook of Educational Allied Statistics Ministry of Education and Culture, Government of India: 1983 (for 1950-51, 1955-56, 1960-61, 1965-66, 1970-71, 1975-76 and 1980-81).

(ii) Fifth All-India Educational Survey-Selected Statistics, National Council of Educational Research and Training (NCERT), 1986 (for 1986-87).

Table 7

Number of Teachers in Middle/Upper Primary Schools in India

(1950-51 to 1981-82)

Year	Number of teachers in Upper Primaryschools			Percentage of women teachers
	Men	Women	Total	
1950-51	72609	12887	85496	15.07
1955-56	90995	23844	114839	20.76
1960-61	261696	83532	345228	24.20
1965-66	389225	138529	527454	26.25
1970-71	463063	174506	637569	27.37
1975-76	554043	223885	777928	28.78
1980-81	570183	260466	830649	31.36
1986-87*	674673	336376	1011049	33.27

* Provisional

Source : (i) A Handbook of Educational and Allied Statistics, Ministry of Educationa and Culture, Government of India, 1983 (for 1950-51, 1955-56, 1960-61, 1965-66, 1970-71, 1975-76 and 1980-81).

(ii) Fifth All-India Educational Survey-Selected Statistics, National Council of Educational Research and Training (NCERT), 1989 (for 1986-87).

Table 8

Percentage of Trained Teachers in Primary and Upper Primary Schools (1950-51 to 1986-87)

Year	Percentage of trained teachers	
	Primary Schools	Upper Primary Schools
1950-51	58.8	53.3
1955-56	61.2	58.5
1960-61	64.1	66.5
1965.66	70.5	76.9
1970-71	80.6	83.8
1980-81	87.4	87.4
1986-87 (P)	86.1	87.3

(P) Provisional

Source: (i) A Handbook of Educational and Allied Statistics Ministry of Education and Culture, Government of India, 1983 (for 1950-51, 1960-61, 1965-66, 1970-71)

(ii) Selected Educational Statistics, 1980-81 Ministry of Education and Culture, Government of India, 1982 (for 1980-81

(iii) Fifth All India Educational Survey Selected Statistics, National Council of Educational Research and Training (NCERT), 1989 (for 1986-87).

Table 9

Share of Education in GNP(%)

Year	Total	Elementary Education
1950-51	1.2	0.48
1960-61	2.5	0.76
1970-71	3.1	1.12
1980-81	3.1	1.19
1984-85*	3.7	1.77
1985-86 @	4.0	1.87
1986-87 +	3.9	1.68

Notes : * Budget Expenditure (Actual
@ Budget Expenditure (Revised Estimates)
+ Budget Expenditure (Budget Estimates)

Source: Education for All by 2000: Indian Perspective, National Institute of Educational Planning and Administration, New Delhi, 1990.

Table-10

Share of Education in Five Year Plan Outlays/ Expenditures (%).

	Share of Education in Total Plan Expenditure/Outlay (%)	Percentage Share of Elementary Education in Total Education Outlay
First Five Year Plan	7.86	56
Second Five Year Plan	5.83	3
Third Five Year Plan	6.87	34
Annual Five Year Plan	4.86	24
Fourth Five Year Plan	5.04	30
Fifth Five Year Plan	3.27	35
Sixth Five Year Plan	2.70	30
Seventh Five Year Plan	3.55	29

Source : Education for All by 2000: Indian Perspective, National Institute of Educational Planning and Administration, New Delhi, 1990.

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Table-11

Percentage of Educational Expendi ure on Education Department to Total Budget (Revenue Account), 1967-68 to 1985-86.

Year	State/Union Territory	Centre	Total
1967-68	19.8	1.6	11.9
1968-69	20.2	2.0	12.6
1969-70	20.5	2.4	13.1
1970-71	21.4	2.6	13.9
1971-72	20.3	2.2	12.8
1972-73	20.1	2.4	12.7
1973-74	20.6	2.0	13.1
1974-75	23.2	2.2	14.1
1975-76	22.7	2.1	13.6
1976-77	22.0	2.1	13.1
1977-78	22.7	2.1	13.4
1978-79	21.7	2.1	13.1
1979-80	21.8	1.8	12.7
1980-81	20.6	1.6	11.6
1981-82	20.0	1.5	11.3
1982-83	21.3	1.3	10.8
1983-84	20.8	1.5	11.4
1984-85 (RE)	20.5	1.6	11.2
1985-86 (BE)	20.1	1.5	10.8

(R.E.) Revised Estimates

(B.E.) Budget Estimates

Source : A Handbook of Educational and Allied Statistics, Ministry of Human Resource Development, Government of India, 1987.

ST KITTS & NEVIS

THE QUALITY OF BASIC EDUCATION
IN
ST. KITTS - NEVIS

"EFFORTS AT IMPROVEMENTS"

The Ministry of Education recognises the inevitable interrelatedness of National Development and Educational Advancement. Education is seen as both a pre-requisite for and an indicator of the level of development being achieved.

In St. Kitts and Nevis therefore the developmental strategy emphasises the inclusion of programmes throughout the formal and non-formal systems, intent on improving the quality of Education particularly at the Basic Education Level.

The programmes therefore reflect the philosophy and inherent policy 'that each individual should develop to the maximum of his potential'.

PHILOSOPHY AND OBJECTIVES

A review of the programmes will reveal the extent of the effort and the measure of success that has been achieved.

The government vigorously advances the concept that education apart from being a basic human right, is both an individual and corporate endeavour, which if it is to adequately serve the individual and the nation, must necessarily:-

(a) ensure that in the educational process each individual develops an understanding of himself, of others and the world in general;

(b) it must meet national needs by supplying the educated and trained manpower on which the country's economic and social progress is being built;

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(c) it must envisage as far as humanly possible the short, medium and long term needs as preceived within the parameters of our country's economic, cultural ans social objectives;

(d) it should be flexible to the extent that domestic, regional and international changes, within impinge on the lives of our citizens are fully addressed;

(e) it should be supported by various curricula designed to promote and foster creatively and produce a people of high moral, spiritual and academic quality.

The aforementioned conceptual tenets of Government's Education Pilosophy are further crystallized by the following main objectives of its Education Policy, which is expected to ensure that the system provides for our people an education which is revelant to our socio-economic needs, and sufficient in quantity and quality to meet the intellectual moral, emotional aesthetic, spiritual and physical needs of all.

These objectives are:-

(i) The provision of opportunities for a sound liberal and general education which will provide possibilities for all to attain the full development of their potential.

(ii) The development of appropriate forms of education and training for our citizens who experience physical, emotional, or intellectual handicaps.

(iii) The promotion of a knowledgeable appreciation of the national resources, as well as the historical, social and cultural heritage of our twin island nation.

(iv) The creation of a programme of community education operating throughout the State and designed to generate community concern and action towards the solution of local problems,

the wise use of leisure, individual satisfaction, and a full and meaningful life for all.

(v) The development of a special educational programme geared towards the eradication of illiteracy.

(vi) The awareness of developments and techniques which relate to such vital considerations as meaningful classroom instruction, educational testing and measurement, curriculum development and revelant teacher education.

(vii) The provision of tertiary level education for all who are able to benifit therefrom.

CURRICULUM RENEWAL

Subject Panels or Curriculum Committees comprised of representative teachers from the Primary Schools and headed by Curriculum Specialists from the Division of Teacher Education collect information relating to the History, Economy, Religion, Cultural Experiences and Moral-Social behaviour of the people. The collection and compilation of material were the responsibility of children and teachers in their classrooms.

Tremendous interest and enthusiasm accure to all those involved in the production of the booklets which provide permanent reading matter for classroom use.

The benefits to be derived from this exercise are manifold and enduring to the children who were motivated to contribute in compiling the reading material. The soundness of this pedagogic procedure may be assessed from the number and standard of the booklets produced.

In another creative effort the Social Committee comprising teachers from various schools produced Social Studies Workbooks, graded for use at different levels.

NEW INPUTS INTO THE CURRICULUM

Education is revelant only when the Education System is responsive to Societal demands. In St. Kitts and Nevis as in many other countries society demands that in the face of the Aids Threat, Sexual Promiscuity and Drug Abuse etc. the curriculum of the Primary School should include Family Life Education.

Similarly Environmental Education has become a sufficiently urgent concern to warrant its inclusion in the Primary School Curriculum in response to the pollution threat and inimical refuse disposal practices.

Diversification of the economy in so far as Tourism expansion and agriculture are concerned also has implications for Primary School involvement. Different aspect of Tourism Education must be taught in the calssroom and children can contribute very effectively to its Public Awareness Efforts. The thoery and practical aspects of agriculture occupy a prominent place in the Primary School Curriculum.

TEST OF STANDARDS

This is an evaluation exercise which consists of a common test which is administered to the Grades Three (3), Four (4), Five (5) and Six (6) of the Primary School at the end of each School Year.

The objective is to ascertain in a general way that the students at those grade levels understand and can apply the knowledge, skills and experiences which their teachers have sought to impart.

This test is prepared in four subject areas namely, English Language, Mathematics, Science and Social Studies, bu groups of teachers who also prepare the marking schemes. After the test, samples of the scripts are analysed to identify common areas of Strenght and or Weakness and to ascertain possible flaws in the teaching strategy.

The introduction of this strategy brought with it a large measure of efficiency in the classroom and visible improvement in the quality of work produced by students.

TEACHING CHILDREN WITH SPECIAL DISABILITIES

In keeping with its stated policy that quality Education will be provided for all citizens, the Ministry of Education, has co-operated with Organization for Co-operation in Overseas Developmnet (O C O D) to provide courses whereby teachers can be equipped with the skills necessary for teaching children who suffer minor learning learning disabilities.

Many of these children are scatteres throughout the School System and are encountered by the teachers daily. Teachers are trained to respond sympathetically and effectively to the learning needs of these children.

(N. B. School for the Deaf and for the Mentally and Physically impaired should be mentioned.)

SCHOOL ADOPTION

Prominent and successful business concerns and service organizations in a generous gesture of support undertake to supply, financing and/or labour for the maintenance of the physical plant or for the provision of primary school supplies that would enhance the effective delivery of education.

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Such interest in the school as demonstrated by these prominent and respected groups serves to strengthen the children's confidence in their school and urge them on to greater achievement.

The generosity of concerns like the Caribbean National Insurance Company, the St. Kitts-Nevis Telecommunications Limited, The Trading and Development Company and the Social Security Board all of which offer scholarships to needy Primary Schools Students has the effect of urging the pupils on the greater effort and encourage their teachers to ensure that their pupils merit the scholarships.

PRE SCHOOL EXPANSION

It is generally recognized that the very early formative years of a child's life are crucial in so far as they influence the intellectual development of the child and determine his capacity for learning in the Primary School Years and beyond.

Consequently much emphasis is placed on the expansion of Day Care and Pre-School facilities throughout St. Kitts and Nevis. Over the past few years there has been a significant increase in these facilities particularly among the private providers whose inputs are subsidised by Ministry of Education contributions.

The Early Childhood Education Programme as it is known is characterised by its continous Teacher and Day Care Operator Training component; but in addition Pre-School teachers are accommodated in the programme of the Division of Teacher Education of the College of Further Education. Thus the status of the Pre-School teacher is greatly improved and Pre-School is not viewed as a mere 'holding facility'.

GENERAL COMMENT

All of the projects referred to have met a great measure of success. Indeed the financial constraints that would normally stifle initiative were mitigated by the generosity and the civic-mindness of various business concerns that wish to invest in the country's future prosperity.

The quality of education in St. Kitts and Nevis is being enhanced as a result of the dedicated and committed efforts of all concerned.

TURKS & CAICOS ISLANDS

GOVERNMENT OF THE TURKS & CAICOS ISLANDS

PRESENTATION FOR MINISTER'S PAPER

EDUCATION

Education in the Turks and Caicos Islands (TCI) is based on the principle that National Development is intricately woven in the education system. This is reflected in our education policy which conveys the message that education should equip citizens to lead a productive life with a zeal to foster nationhood and an inquisitiveness to contribute significantly at the international level.

In keeping with this philosopy, the Ministry identifies education and training as priorities. The present thrust is directed towards: (a) Curriculum Reform at the secondary level, (b) strengthening of Continuing Education provision and (c) Remediation at both primary and secondary level. (a) and (c) will be high-lighted in this presentation.

The compulsory school age to the formal education system is four years to sixteen years. The total school enrolment is approximately 2,400, fifteen hundred of whom are primary students provided for in fourteen primary schools and nine hundred secondary students catered for in four high schools.

While education is free to this age group a number of unavoidable constraints impinge upon my ministry's efforts to establish and maintain equity in education. One of the major contributing factors to this is the dispersed, sparsely populated nature of the Turks and Caicos Islands. Immigration trends have further compounded the problem particularly on islands where there is significant influx of Haitian and Dominican nationals. The demands now placed on schools to respond to a wider ethnic society have created new problems in curriculum planning.

CURRICULUM REFORM:

Curriculum change has been in the forefront of educational change in most developing countries, particularly the newly independent countries. It is felt that this drive is greatly influenced by the need for skilled manpower (Bone 1987, Geethrie 1986). Ironically, though, most of these changes have been based on Western models - the very influence that countries have sought to divest themselves of. This leads to the feeling that in many cases changes result in the substitution of one irrelevancy for another.

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The Turks and Caicos Islands education system, like many other Caribbean education systems that have reproduced Western models of education, reflects a strong preference for academic education.

The inappropriateness of such a system, though obvious, has staunch supporters particularly so because of the metropolitan influence of our American neighbours.

In an effort to bring education closer to the realities of the context in which we operate, the Comprehesive System was introduced with a view to making secondary education accessible to all and at the same time expand the curriculum to meet the needs of non-academic students.

Because the Turks and Caicos Islands community has come to accept academic education as superior to pre-vocational education, changing the ethos of the school to accommodate a comprehensive education philosophy is by no means trivial.

A complete revision of the secondary curriculum and assessment procedures has been carried out. As a result of that exercise, a new modularised pre-vocational programme has been put into place.

Objectives: Basically, the new programme sets out to:

(i) improve basic Literacy and Numeracy skills.

(ii) increase personal/social skills which will enable pupils to be self confident, self-reliant, enterprising and problem solving individuals who are able to work co-operatively and function effectively in a dynamic world.

(iii) provide in year three of secondary school a range of experiences to enable pupils to make a considered choice of a Voc/Tech Preparatory Module.

(iv) enable pupils to develop skills in depth in one Vocational area in years four and five.

(v) enable students to experience the world of work.

(vi) offer an integrated approach to learning.

(vii) develop in students an enterprise culture.

Content: The Framework of the programme consists of four inter-related components: Technical/Vocational, Core subjects, Supplementary Studies and Lifeskills. The Technical/Vocational Compenent offers three one-term Introductory Modules to be taken by Form 3 pupils. These will be selected from Business Studies, Woodwork, Art and Craft and Food Preparation and Catering. Interestingly, schools may offer additional modules from which pupils may select. Four Common Preparatory Modules will be offered in Years 4 and 5, one of which will be selected for in depth study. Work Experience and Mini Enterprise activities will complement this component.

Lifeskills which includes Health Education, Social Education, Community Education and Communication Skills and The Core Area which includes Language Arts, Maths and Broad Based Environmental Science will be followed by all students.

Supplementary Studies have been included to enable schools to meet more specific needs of pupils. Some may require Special Education while others may exhibit an aptitude towards a particular module which may be done to CXC level.

Staff Development: A number of workshops have been conducted already to **(i)** acquaint teachers with the Framework of the Programme **(ii)** offer teachers the opportunity to develop the curriculum since they will be responsible for its delivery **(iii)** introduce teachers to assessment procedures **(iv)** allow teachers to identify equipment/materials that could be acquired for more effective and efficient delivery of the curriculum.

These Curriculum development activities were undertaken by teaching staff from all four high schools as part of their professional development.

A Three Year Staff Development Plan has been prepared to support the programme and it is hoped that in addition to the training offered locally teachers would avail themselves to any regional or international training opportunities.

Assessment: Intertwined with this programme is an immediate abandonment of the traditional forms of assessment. Basically, there are to be two main forms of assessment - FORMATIVE ASSESSMENT and SUMMATIVE ASSESSMENT

Throughout the 4th and 5th years, pupils will be assessed in The Technical/Vocational Modules and Lifeskills by a FORMATIVE PROCESS - a continuous assessment that involves discussions of work in progress. After each module or unit of work is completed, the pupil and teacher will review it and consider the knowledge and skills that were demonstrated. Assessment here will be based on Competency Statements on what the pupil CAN DO.

Towards the end of the fifth year, pupils will be expected to write examinations in Language Arts and Maths only, the results of which will constitute a portion of the SUMMATIVE ASSESSMENT. Pupils will be given a detailed and more comprehensive summary of their achievements in the programme.

Having revised the content and delivery strategies there is evidence that successes will be more forthcoming.

Special Education: The Education Department is cognigant of the fact that the aims of education are essentially the same for all children, and that for learning to be effective, the curriculum in each school must be appropriate for all pupils according to their age, ability and aptitude.

The new stress on literacy and numeracy makes a greater demand on schools to take a new look at programmes designed to select the ablest and to focus on strategies that would bring out the best in all students This is succinctly put by Robin L. Jones who opines that:

> "- - - - - - - - the gifted minority are still important, but schools are now focussing on the needs of the majority. There are considerable pressures for raising the standards of performance of all young people, judged not through competitive examinations designed to select the ablest but against descriptic of performance".

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In keeping with this observation our Education Department has conducted a comprehensive survey of the provisions for students with Special Educational Needs/Learning Difficulties in the Turks and Caicos Islands, and as a result, a five year plan aimed at meeting existing and projected special education remedial needs at both primary and secondary level with particular reference to:

(i) screening and diagnostic testing.

(ii) curriculum and materials requirements.

(iii) effective use of staff previously trained in this field.

(iv) staff development.

has been approved.

The programme is in its infancy in some of the large schools and it is anticipated that full implementation will come on stream September, 1990.

One of the major concerns is the unavoidable duplication of resources. However it is anticipated that community support will enhance the efforts of the Education Department.

COMMUNITY AWARNESS:

Both the Pre-vocational and Remedial Education programmes have digressed from the 'straight laced' academic structure therefore public relations strategies are crucial to these changes. The Education Department has embarked upon a Public Awareness campaign making use of the media as well as meeting civic and religious organisations to discuss the proposed changes. Todate the feedback and support have been commendable.

R. Williams

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